

Functional Annex G
HEALTH AND MEDICAL SERVICES

MISSION

The disaster mission of Health and Medical Services is to coordinate the provision of critical services to protect the health of citizens and to provide medical, mental health and mortuary services as needed in disasters and large-scale emergencies.

ORGANIZATION AND ASSIGNMENT OF RESPONSIBILITIES

1. The Virginia Department of Health (VDH) is designated as the lead agency for Health and Medical Services. The Deputy Commissioner for Emergency Preparedness and Response (EP&R) is designated as the Coordinator for VDH emergency response. State agencies that have major support functions for Health and Medical Services include:

- Department of Agriculture and Consumer Services
- Department of General Services
- Department of Health Professions
- Department of Mental Health, Mental Retardation and Substance Abuse Services
- Department of Military Affairs

Several voluntary and private organizations provide specific health and/or medical response teams in emergencies. They include:

- American Red Cross
- Virginia Association of Volunteer Rescue Squads
- Virginia Funeral Directors' Association
- Virginia Veterinary Medical Association
- Community Service Boards (community mental health services)
- Regional Emergency Medical Services (EMS) Councils

2. Field operations are carried out by VDH Health Districts, local EMS agencies, local and regional Community Services Boards and specialized teams tasked with hazard-specific duties. District Health Directors and other field responders are part of local emergency management programs and will respond as indicated in local emergency operations plans.
3. Disaster Health and Medical Services coordinated by VDH include critical services in the following areas:
 1. Prevention of Disease including surveillance, investigation and intervention measures. (Attachment 2);

2. Mass Prophylaxis includes providing life-saving pharmaceuticals and medical supplies with or without the activation of the National Strategic Stockpile; (Attachment 3)
3. Mass Patient Care including pre-hospital emergency medical services, hospital care and partnership with the National Disaster Medical System (Attachment 4);
4. Emergency Mental Health Services including crisis counseling managed by Department of Mental Health, Mental Retardation & Substance Abuse Services (Attachment 5);
5. Mass Fatality Management provided by the Office of the Chief Medical Examiner, VDH (Attachment 6);
6. Emergency evacuation of People With Special Medical Needs (Attachment 7).

CONCEPT OF OPERATIONS

- A. The Commonwealth plans for health and medical services are predicated upon the concept that emergency operations begin at the city and county level. District health directors, local emergency medical services agencies, and local mental health services providers will respond in accordance with their jurisdiction(s) plans. State assistance will be provided upon request when emergency or disaster needs exceed local capabilities.
- B. Agency plans and procedures for the Department of Health and supporting agencies define the roles of agencies and support organizations in mitigation and preparedness, response and recovery of a disaster or major emergency. They establish the concepts and policies under which all elements of their agency will operate during emergencies. They provide the basis for more detailed appendices and for the development of district plans in support of an emergency response.
- C. District Health Departments have been assigned emergency response and recovery duties and responsibilities and must develop and maintain their parts of the VDH plan. Hazard specific sub plans to the VDH plan will contain more detailed procedures as needed, to include increased readiness action checklists and specific reporting requirements.
- D. Each Health District is required to develop and maintain an emergency operations plan. These plans shall be district responses to natural and other disasters tailored to the district and local governments.
- E. Office of the Chief Medical Examiner is required to develop and maintain plans and procedures for management of mass fatalities.

ACTION CHECKLIST - Health and Medical Services

1. Routine Operations

- a. Develop and maintain operational plans and mutual aid agreements.
- b. Provide ongoing training programs for agencies' staff and response personnel.

2. Increased Readiness

A natural or man made disaster is threatening some part of the state.

a. Communications Watch Level

On detection of a potential disaster condition that may develop into a threat.

- (1) Start monitoring the developing situation.
- (2) Advise the VDH Deputy Commissioner for Emergency Preparedness and Response.
- (3) Ensure operational readiness of the Health and Medical Services Coordination Center.
- (4) Initiate operational record keeping.

b. Initial Alert Level

On receipt of an Initial Alert from the State Emergency Operations Center.

- (1) Alert the Commissioner of Health, Commissioner of Mental Health, Mental Retardation and Substance Abuse Services, key VDH staff and other Health and Medical agencies and response organizations.
- (2) Activate the Health and Medical Coordination Center as delineated in the VDH plans and procedures.
- (3) Develop staffing plan to provide staff to the State EOC as needed.
- (4) Establish contact with Federal ESF-8 agencies.
- (5) Start record of all expenses incurred due to this event.

c. Advanced Alert Level

On staffing of the State EOC.

- (1) Staff the State EOC in accordance with the staffing plan.
- (2) Gather and provide health and medical services information for inclusion in situation reports.
- (3) Initiate situation status reporting to Virginia ESF-8 agencies.
- (4) Coordinate potential resource requirements with Virginia and Federal ESF-8 agencies and initiate planning for evacuation, resource augmentation, and deployment as appropriate.
- (5) Based on expected affected area, establish liaison with health agencies of adjoining states.
- (6) Coordinate planning with Health Districts, hospitals, Regional EMS Councils, Community Services Boards and other health and medical organizations in affected areas.

3. **Response Operations**

a. **Mobilization Phase**

Conditions continue to worsen, requiring full-scale preparedness and initial response actions.

- (1) Determine initial requirements for resources, including health districts, pre-hospital, hospital, and fatality management.
- (2) Prepare health damage assessment teams for deployment.
- (3) Coordinate forward staging and deployment of Federal ESF-8 response teams.
- (4) Preposition health disaster recovery educational materials for distribution.
- (5) Establish registration and screening system for volunteer teams and individuals.
- (6) Coordinate with Public Affairs staff in the State EOC to provide information on health hazards.
- (7) Coordinate with other staff in the State EOC to recommend protective procedures for dissemination to local government.

b. Emergency Phase

Disaster strikes. An emergency response is required to prevent Illness or Injury and to save lives.

- (1) Identify specialized augmentation teams needed for emergency relief and recovery.
- (2) Receive requests for assistance and coordinate response of state health and medical services resources.
- (3) Compile casualty and damage reports.
- (4) Coordinate deployment and operations of Federal ESF-8 teams.
- (5) Assist affected area agencies in meeting needs for critical item re-supply and augmentation staffing.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Initial measures are implemented to provide life-saving and health care essential services. This phase ends when the locality is no longer in an official state of emergency.

- (1) On tasking, deploy damage assessment teams.
- (2) Deploy specialized health and medical augmentation teams to affected area Health Districts and hospitals as applicable.
- (3) Expedite re-establishment of critical services.
- (4) Provide supplies of public education materials to health districts and other appropriate agencies to support cleanup and recovery.
- (5) Establish rotation schedule for augmentation and response assets still in the affected area.
- (6) Provide consultative services to affected health districts.
- (7) Initiate recovery planning.

4. Recovery Operations

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. See the Disaster

Recovery Plan (State EOP, Vol. 2). Normal conditions are restored. Severely damaged facilities are rebuilt or demolished and replaced. Damaged parts of the medical, public health and mental health infrastructure are replaced. This period may extend for years depending on the severity of the disaster.

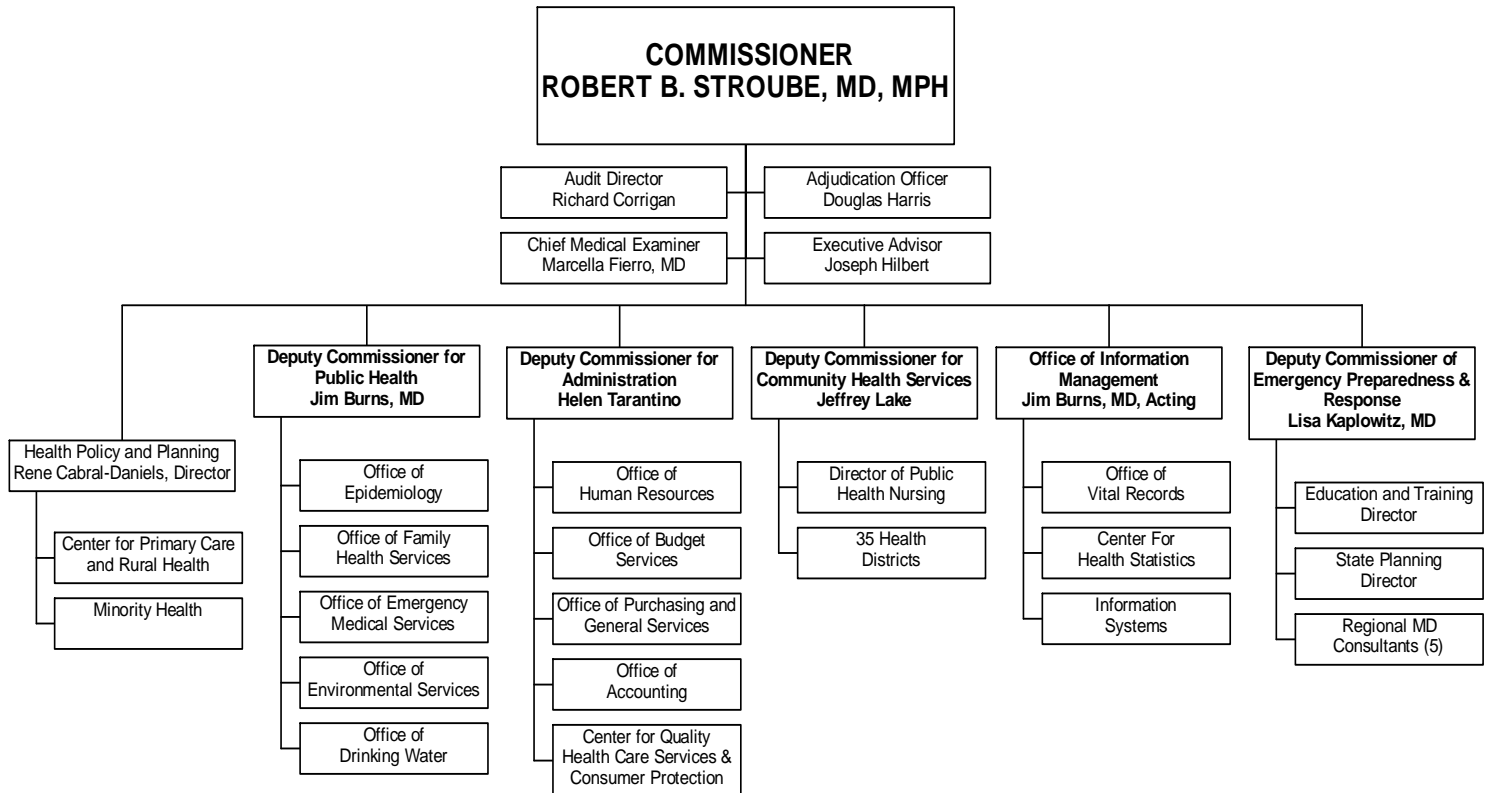
- a. As required deploy staff to the Disaster Field Office.
- b. Reestablish regular health and medical services provided by the Department of Health, the Department of Agriculture and Consumer Affairs, and the Department of Mental Health, Mental Retardation, and Substance Abuse Services.
- c. Assist in re-establishment of local pre-hospital emergency medical services and community mental health services.
- d. Coordinate health and medical support to long term cleanup and reconstruction actions including by Health Districts, hospitals, long term care facilities, mortuary facilities, and water and sewage systems.
- e. Develop complete documentation of disaster response and recovery actions.

ATTACHMENTS

1. Organization Chart for Department of Health
2. Prevention of Disease in a Public Health Emergency
3. Mass Prophylaxis
4. Mass Patient Care
5. Community Mental Health Services
6. Fatality Management
7. Evacuation of People with Special Medical Needs

ATTACHMENT 1

**VIRGINIA DEPARTMENT OF HEALTH
OFFICE OF THE COMMISSIONER
APRIL 2003**



ATTACHMENT 2
PREVENTION OF DISEASE IN A PUBLIC HEALTH EMERGENCY

1. The Virginia Department of Health (VDH) has developed emergency operations plans and procedures to implement appropriate actions in response to the occurrence of or threat of a public health emergency. VDH has the following disease prevention responsibilities:
 - a. Maintain a surveillance system for the early detection of a possible public health emergency;
 - b. Assure the investigation of confirmed or suspected cases and contacts associated with a public health emergency;
 - c. Prevent the secondary transmission of communicable diseases during a public health emergency;
 - d. Establishing a capability to isolate or quarantine in the event of a public health emergency.
2. The Director of the Division of Surveillance and Investigation, under the supervision of the State Epidemiologist, is responsible for monitoring communicable disease patterns, trends and unusual disease events in Virginia, and for leading investigation activities in response to an infectious disease outbreak or other public health emergency.
3. Disease specific response plans have been developed for Pandemic Influenza, Severe Acute Respiratory Syndrome (SARS), and West Nile Virus. An Epidemiology Response Plan has also been drafted. VDH will disseminate information manage resources and provide technical assistance in accordance with its plans and procedures.
4. The Division of Surveillance and Investigations, in coordination with the Department of Emergency Management and hospital authorities, is responsible for developing plans and procedures for the surveillance and investigation of emerging infectious diseases.
5. The Office of Epidemiology will work with veterinarians, the Department of Agriculture and Consumer Services and the Department of Game and Inland Fisheries to enhance the surveillance for zoonotic diseases within livestock, domestic animal populations and wild animal populations.
6. The Division of Immunization will develop mass vaccination and treatment plans to be followed by medical and emergency medical personnel, health department personnel, public health volunteers and other selected populations when determined necessary by VDH management.

7. The Office of Epidemiology will establish quarantine and isolation measures, if necessary.

ATTACHMENT 3 MASS PROPHYLAXIS

1. VDH will establish procedures for providing life-saving pharmaceuticals and medical supplies with or without the activation of the Strategic National Stockpile (SNS) in a public health emergency.
2. The Deputy Commissioner for Emergency Preparedness & Response Programs will be responsible for the Strategic National Stockpile Program.
3. The Strategic National Stockpile (SNS), previously referred to as the National Pharmaceutical Stockpile, is a federal program whose mission is to provide large quantities of essential medical items to States and communities during an emergency. This program of an emergency shipment of tons of supplies and equipment is to be supplied to a community within 12 hours from approval. It is supplemented by Vendor Managed Inventory of specific drugs. The program is administered by the Virginia Department of Health.
4. The procedure for providing life-saving pharmaceuticals and medical supplies and to request the activation of the Strategic National Stockpile is accomplished through the city or county emergency operations center. Activation is made by a request of the Governor through the State EOC.
5. Approval for the release of the SNS and the actual delivery could take as long as 24 hours or more. In the interim period measures should be taken to stockpile or otherwise provide for pharmaceuticals and supplies that may run out in the event of a mass disaster. It is a federal and state responsibility to provide the SNS to the city or county government affected by a mass disaster.
6. Health Districts have the responsibility for the establishment of dispensing sites or neighborhood clinics, such as Neighborhood Emergency Help Centers (NEHC). Staffing and operation of the dispensing sites is the responsibility of the Health District and city or county government.
7. In the event of the approval to deploy the SNS, the EP&R State will have plans to locate and operate an RSS. The Central Office EP&R office in conjunction with the VDEM, State Police, Department of Corrections and other support agencies will coordinate on the operation the RSS.

Refer to VDH website:
Strategic National Stockpile Plan

ATTACHMENT 4 MASS PATIENT CARE

1. VDH is responsible for the coordination of the provision of effective, rapid medical care on a large scale after a public health emergency, to include counseling for the worried-well, and mental health counseling for emergency workers, victims and their families.
2. The emergency medical services (EMS) system consists of licensed emergency medical services agencies, trauma centers and hospitals with operating emergency departments, deployable specialized medical teams, related health facilities capable of supporting emergency care, and the fatality management system.
3. Local Emergency Medical Services includes two major components. Both components conduct 24-hour operations and have communications with local emergency operations centers (EOC):
 - a. Local emergency medical services, government, commercial, and volunteer agencies. Pre-hospital care is provided by ambulance and rescue organizations, by fire departments, and by combination agencies.
 - b. Hospitals. Hospitals include Level I, II, and III Trauma Centers and non-designated hospitals with emergency rooms. Established regional plans may designate lead hospitals, usually a Trauma Center, or assign responsibility based on proximity to the incident. The hospital with responsibility for coordinating facility availability and patient allocation is designated the command hospital.
4. Regional Organization. Regional Emergency Medical Services Councils provide a limited capability to coordinate regional response. Some Councils have mass casualty vehicles for regional use. Councils are not staffed for 24-hour operations. In addition, the District Rescue Officers of the Virginia Association of Volunteer Rescue Squads have a limited capability to coordinate availability of volunteer rescue squad resources.
5. State Organization. The coordinating VDH office for response to mass casualty incidents is the Office of Emergency Medical Services. In incidents with fatalities coordinating authority for fatality management is the Office of the Chief Medical Examiner. The Office of EMS coordinates two state-level volunteer EMS resources:
 - a. EMS Task Forces. These volunteer teams of vehicles and personnel provide standard resource packages for statewide response in declared states of emergency.

- b. Health and Medical Emergency Response Team. This team provides personnel trained in managing medical functions in EOCs.
- 6. National Disaster Medical System (NDMS). The National Disaster Medical System provides participating hospitals, patient airlift, and deployable teams.
 - a. Participating Virginia hospitals are coordinated by three Federal Coordinating Centers, McGuire Veterans Affairs Medical Center (Richmond), Naval Medical Center Portsmouth, and 89th Medical Group (Andrews AFB, Maryland).
 - b. Deployable Teams, including Disaster Medical Assistance Teams (DMAT), Disaster Mortuary Teams (DMORT), Veterinary Medical Assistance Teams (VMAT), and Medical Support Units (MSUs), are coordinated through the U. S. Public Health Service (USPHS) Regional Emergency Coordinator.

ATTACHMENT 5

MENTAL HEALTH SERVICES IN EMERGENCIES

GENERAL

The Department of Mental Health, Mental Retardation and Substance Abuse Services is responsible for coordination of mental health services in emergencies.

PURPOSE

To set forth the organization, tasking, and basic concepts of operation needed to provide crisis counseling and emergency mental health services following a major disaster in accordance with the Stafford Act (PL 93-288, Section 416).

ORGANIZATION

These services are to be provided by the Department of Mental Health, Mental Retardation, and Substance Abuse Services (DMHMRSAS) and the community services boards across the Commonwealth.

CONCEPT OF OPERATIONS

- A. The Director of the Federal Emergency Management Agency (FEMA) is authorized, pursuant to Section 416 of The Stafford Act, to allow financial assistance to state or local agencies or private mental health organizations to provide professional counseling services to victims of major disasters or training of disaster workers in order to relieve mental health problems caused or aggravated by such disasters.
- B. An individual may be eligible for crisis counseling services if he/she was a resident of the designated disaster area(s) or was located in the area at the time of the disaster event and if he/she has a mental health problem which was caused or aggravated by the major disaster or its aftermath, or if he/she may benefit from preventive care techniques.
- C. The Department of Mental Health, Mental Retardation, and Substance Abuse Services (DMHMRSAS) will:
 - 1. Assure that the state's DMHMRSAS facilities and community services boards are aware of their responsibilities in the event of a major disaster, participate in local emergency services planning activities, and have in place necessary procedures and plans for responding to major disasters.

2. In the event of a major disaster, direct the state's DMHMRSAS facilities to implement their emergency preparedness plans, to include provisions for relocating patients/residents as required.
3. In the event of a major disaster, direct the state's DMHMRSAS facilities and community services boards to establish liaison with local governments and to assist with local emergency operations as appropriate. Implement crisis counseling services as agreed in local Emergency Operations Plans.
4. Provide back-up assistance, on a standby basis, to those community services board staff who are providing crisis counseling services during a major disaster. If needed, community services board(s) in the disaster area should request DMHMRSAS to coordinate with other community services boards in unaffected areas of the state in order to send additional crisis counseling staff to help in designated disaster area(s).
5. Provide additional assistance as requested by the Virginia Department of Emergency Management (VDEM), within the capability of the Department, to include on-site visits to assess service needs and the provision of needed technical assistance.
6. DMHMRSAS will implement the following procedures in response to a major disaster.
 - a. The Commissioner/designee of the Department will, upon notification by the state Department of Emergency Management of a disaster and the need for emergency services, determine the need (and location) for evacuation/relocation for emergency operations by the Central Office.
 - b. The Commissioner/designee of the Department will direct, as required, implementation of disaster plans by state facilities for the provision of crisis counseling and other emergency assistance.
 - c. The Commissioner/designee of the Department will instruct the directors of state facilities to cooperate fully with VDEM and local government officials.
 - d. The Commissioner/designee will notify the directors of community services boards in the affected area and that they may be contacted to provide crisis counseling services.
 - e. The Commissioner/designee, at the request of the Community Services Board Director/designee, located in the affected area, will contact other DMHMRSAS facilities or community services boards in unaffected areas to identify supplemental crisis counseling staff who could be dispatched to the disaster area.

- f. The Commissioner/designee will be available to respond to specific requests from state facilities and community services boards affected by a disaster.
- D. There are ten DMHMRSAS psychiatric facilities and five mental retardation training centers statewide (see Tab A). Each will:
 - 1. Develop and maintain a facility emergency response plan which sets forth procedures to be followed in time of emergency such as a lock-out for security purposes, a temporary evacuation as with a fire drill, or a longer-term relocation to another pre-designated facility. Coordinate with local emergency management officials and prepare to assist with local emergency operations as appropriate.
 - 2. In the event of a major disaster, provide for the safety and health of all persons at the facility as appropriate and in accordance with the facility emergency response plan. Assist with local emergency operations, as appropriate, providing such services as crisis counseling to disaster victims, space for emergency hospitals, or temporary housing for displaced persons.
 - 3. Facilities in unaffected areas of the state may be requested to assist facilities in the disaster area(s) by providing such services as staffing support or the reception and care of relocated patients/residents. Such assistance will be coordinated by DMHMRSAS.
 - 4. Develop procedures for responding to major disasters affecting the facility, including preparedness training in hospital, communication, and recording procedures.
 - 5. Prepare and routinely update facility emergency response plans and procedures, which include:
 - a. Procedures for coordinating with the emergency management staff of local governments and with the State EOC.
 - b. Responsibilities and procedures affecting the facility that are contained in the local emergency operations plans.
 - c. Circumstances and procedures under which the facility would initiate evacuation and relocation of facility patients and residents.
 - d. Procedures for the housing of disaster victims and volunteer workers and providing additional supportive services on the facility grounds.

- e. Procedures for alerting and communicating with facility personnel and volunteer workers for assisting victims during the disaster.
 - f. Procedures for keeping records of disaster-related events and actions.
 - g. Procedures for transmitting situation reports to, and for requesting assistance from, the State EOC.
 - h. Procedures for accessing disaster response resources and assistance from other state facilities, and the Department during major disasters.
 - i. Establishment of lines of succession of key facility personnel during the disaster and procedures for implementing such succession, including notification of the appropriate personnel of local and state agencies.
- 6. Provide support and assistance to community services boards and other local agencies, volunteer associations, and federal agencies, according to the capability of the facility, during emergency operations.
 - 7. Inform local government emergency management personnel of the responsibilities of the state facility during a major disaster and of procedures in place for accessing the resources of the facility.
 - 8. Coordinate, to the extent possible, with local institutions of higher learning, mental health associations, and other volunteer agencies in establishing disaster response agreements and identifying potential resources to be used during a major disaster.
 - 9. When directed by the Governor or Commissioner of DMHMRSAS that a major disaster exists, the Director/designee of a facility shall establish liaison with local government, make his facility available for relief assistance, and initiate implementation of the facility emergency response plan.
 - 10. Upon an emergency declaration by local government, the Director/designee shall notify the Commissioner of DMHMRSAS to make his facility available for relief assistance, and implement the facility emergency response plan. During and after the event, the facility should maintain liaison with local government(s) and provide emergency mental health services as needed.
 - 11. The Director/designee, in conjunction with the Commissioner/designee, shall determine whether or not the nature of the disaster requires evacuation and relocation of facility patients or residents. If a total or partial evacuation is necessary, the Director/designee shall inform the Commissioner (or his designee), the local emergency services staff, and the receiving facility and proceed with the evacuation according to the procedures contained in the facility emergency response plan.

12. The Director/designee will be available to federal emergency response staff and keep accurate records of victims and treatment in order to support applications for federal assistance in accordance with instructions received from the state Department of Emergency Management.
13. The Director/designee will provide periodic reports to the Commissioner/designee on the situation and any problems that may require state-level intervention.

E. The state's Community Services Boards are listed at Tab A. Each will:

1. Provide, through the mental health centers or other programs, crisis counseling services following a major disaster. The provision of these services shall be coordinated with DMHMRSA, local emergency management and officials, and VDEM.
2. Maintain, on an ongoing basis, an emergency preparedness planning and response capability, which includes liaison with the state Department of Emergency Management, and other local emergency preparedness agencies, local Public Health Officials, contiguous Community Services Boards, appropriate professional associations and periodic revision of the Department's emergency preparedness plan and operating procedures. The CSB emergency plan should include:
 - a. A hazard vulnerability analysis
 - b. Specific procedures for response to each prioritized man-made or natural emergency
 - c. Description of the CSBs role in community-wide preparedness plans and response plans
 - d. Procedures for notifying external authorities about the emergency
 - e. Procedures for notifying personnel when emergency response measures are initiated
 - f. Procedures for identifying and assigning personnel to cover necessary staff positions in an emergency
 - g. Plans should have a dated title page with record of changes and a record of plan distribution
3. Provide support and assistance to other state agencies, volunteer organizations, and federal agencies necessary to improve the Commonwealth's emergency

preparedness capability. This includes the provision of technical assistance, needs assessments, training programs, and resource directories.

4. Develop procedures for responding to major disasters, including preparedness training activities, designation of community services board staff who would provide crisis counseling services, and procedures that ensure responsiveness with appropriate state and local emergency services staff.
5. Participate in the development and maintenance of local emergency services emergency operations plans in accordance with DMHMR-CSB performance agreements.
6. Coordinate with the state facilities in the development of their emergency preparedness plans.
7. Provide crisis counseling training, support, and assistance to other local agencies and volunteer organizations, according to the capability of the community services board. This includes the establishment of disaster response agreements with other agencies and volunteer associations and the identification of potential community resources to be used either during the disaster or after the emergency has passed.
8. When advised by a local government that a major disaster exists, the Community Services Board Director/designee will make personnel available for crisis counseling, initiate implementation of responsibilities under the local emergency operations plan, and notify DMHMRSAS.
9. The Commissioner/designee shall follow up with the Community Services Board(s) in the affected area to ensure that the required liaison with local emergency management officials has been accomplished and that, if necessary, personnel were made available to provide crisis counseling services.
10. The Community Services Board Director/designee should designate staff who will be available to provide necessary crisis counseling services at Disaster Application Centers to render immediate assistance to disaster victims and volunteers who are experiencing emotional strain. These staff should make referrals, as appropriate, to other treatment resources for follow-up care.
11. The Community Services Board Director/designee should dispatch these designated staff to the Disaster Recovery Centers according to the procedures contained in the local Emergency Operations Plan.
12. Where an ongoing need for disaster-related mental health counseling occurs and when funding becomes available, the Community Service Board(s) may provide such services in accordance with official agreements involving the Federal Emergency Management Agency and DMHMRSAS.

13. If back-up staff from other community services boards is required, the Community Services Director/designee should notify DMHMRSAS. The Department will coordinate such assistance.

AUTHORITIES AND REFERENCES:

Robert T. Stafford Disaster Assistance and Emergency Assistance Act, Public Law 93-288, as amended, Section 416.

DEFINITIONS:

Community Services Boards – Community mental health, mental retardation, and substance abuse services in Virginia are provided directly and contractually through 38 community services boards (CSBs), one behavioral health authority (City of Richmond), and one city department (City of Portsmouth). The whole state is covered by these organizations. They are established by cities and counties, singly or in combination. They serve 200,000 Virginians annually and their total budgets exceed \$430 million. They are legally considered agents of the local government(s) that established them.

Crisis Counseling – The application of individual and group treatment procedures which are designed to ameliorate the mental and emotional crisis and their subsequent psychological and behavioral conditions resulting from a major disaster or its aftermath.

ATTACHMENT 6

MASS FATALITY MANAGEMENT

1. VDH, Office of the Chief Medical Examiner (OCME), is responsible for developing guidelines in the management of fatalities resulting from all hazards including naturally occurring disease outbreaks causing public health concerns, Weapons of Mass Destruction and/or terrorism events (homicides), accidents, suicides, and undetermined deaths.
2. The OCME will develop a plan for management of fatalities due to all hazards, including those of a unknown or possible BT agent, explosions, radiological, nuclear, chemical, natural disasters and any other event which could show sentinel bio-terrorism cases or is a mass fatality incident.
3. The OCME is charged with investigating the aforementioned (2) deaths by the Code of Virginia §32.1-277-§32.1-288. Any person with knowledge of a sudden unexplained, terrorism related, homicidal, accidental, suicidal or unnatural is required to report such deaths to the OCME by Code of Virginia §32.1- 283. All terrorism deaths are homicides or in the case of the terrorist, accidents or suicides.
4. Cooperation between the OCME and the VDH EP&R unit will include notification of deaths, fact sheet sharing for possible agents, field investigation information, interviews, autopsy findings, lab test results, and PIO releases.
5. In VDH, the OCME will lead the coordination with local and federal Law Enforcement, EMS, Hospitals, Incident Command, DMORT, HAZMAT, Funeral Directors and any other responding agencies in mortuary affairs response efforts.
6. OCME will coordinate the collection, recovery, transportation, storage, examination and release of fatalities with other agencies including Virginia Funeral Directors association, DMORT, Fire, Law Enforcement, HAZMAT, etc.
7. The OCME will examine each remain for the nature and extent of injuries for the determination of cause and manner of death, personal identification, and recognition of forensic evidence.
8. OCME will recover forensic, medical and physical evidence from the remains for the determination of crimes and for future admissibility in the criminal and civil courts.
9. OCME will advise VDH Health Commissioner when normal procedures for remains disposition may pose a public health threat.
10. OCME will develop work safety practices suitable for each incident encountered, and shall implement such practices for all mortuary and supporting personnel.

11. OCME shall coordinate the collection of fatality identification information at the Family Assistance Center via the Virginia Funeral Association, DMORT, Family Assistance Team and Law Enforcement agencies.

Refer to EP&R website

OCME Mass Fatality Management Plan

ATTACHMENT 7

EVACUATION OF PEOPLE WITH SPECIAL MEDICAL NEEDS

1. VDH is responsible for providing guidance and technical assistance to local jurisdictions, medical facilities and home health care agencies for planning and carrying out emergency evacuation and relocation of medically-dependent persons.
2. Every hospital, long-term care facility and home health agency needs to have plans in place to evacuate patients in their care, transport them to safe and secure alternate facilities and support their medical needs.
3. Local jurisdictions will cooperate with managers of hospitals, long-term care facilities and home health agencies in developing evacuation and relocation plans.
4. Sheltering options for medical patients:
 - a. Shelter in place. To keep patients in a facility during an emergency requires an adequate risk assessment and adoption of self-sufficiency measures for at least 72 hours.
 - b. Relocation to a mutual aid facility. Transport or relocate patients to a facility that provides the same level of care. This can be accomplished through development of mutual aid agreements and implementation plans with similar near-by facilities.
 - c. Relocation to a shelter facility in which medical support can be provided. Close coordination with local emergency management officials can result in plans to provide medical support for some medically-dependent individuals in separate shelters or in designated units of public shelters.
 - i. Use of hospitals to shelter patients from home or other facilities reduces the ability of the hospital to respond to the needs of persons directly impacted by the disaster. Such use reduces the effectiveness of local emergency response plans and is not recommended.
 - ii. Relocation of patients from home or other facilities to public shelters that do not have a recognized capability to provide medical support is not advised. Shelters for the general public provide minimal comforts and health care (“first-aid”). Neither the facility nor the staff is prepared to provide medical support.

Annex H
ENERGY

MISSION

To detail the duties and responsibilities of Commonwealth agencies and outline the concept of operations to be used in responding to an energy emergency such as an extended power outage or gasoline shortage. The primary responsibilities of the nominated agencies and departments of the Commonwealth in such an event are: (1) to coordinate with local government and relief organizations to assist individuals and families whose health and safety are threatened by the event; (2) to direct and control state-level emergency operations on behalf of the Governor and; (3) to keep the public informed about the on-going situation. The private sector's primary responsibility is to repair damage and reestablish commercial and industrial energy systems as soon as possible.

ORGANIZATION

- A. The private sector will be relied upon to manage independently until it can no longer do so, or until the health, safety, and welfare of citizens are at risk. The industries will be expected to establish their own emergency plans and procedures and to implement them through their own proprietary systems.
- B. The State Corporation Commission (SCC) is the designated commodity manager for natural gas; see the plan at Attachment 1. The SCC is also the commodity manager for electric power; see Attachment 2. The Department of Mines, Minerals, and Energy (DMME) is the commodity manager for petroleum products and for solid fuels; see these plans at Attachments 3 and 4. In the event of a potential or actual shortage situation, the SCC and DMME will, as requested by the Governor and in coordination with the State EOC, implement voluntary conservation measures as appropriate.
- C. Later, if the situation worsens and a "state of emergency" is declared, mandatory conservation measures may be required. The State Emergency Response Team (SERT) will be activated and the State EOC will become fully operational. The SCC and DMME will then provide technical assistance and staff support to the State EOC as requested.
- D. Following a catastrophic disaster, the State EOC, with staff support from SCC and DMME, will coordinate the provision of emergency power and fuel to affected jurisdictions to support immediate response operations. They will work closely with federal energy officials (ESF 12), other Commonwealth support agencies, and energy suppliers and distributors.

CONCEPT OF OPERATIONS

- A. The supply of electric power to customers may be cut off due to either generation capacity shortages and/or transmission/distribution limitations. In recent years, there have been several severe ice storms resulting in downed power lines and widespread and extended power outages. Generation capacity shortfalls are more likely to result from extreme hot weather conditions or disruptions to generation facilities.
- B. Other energy shortages, such as interruptions in the supply of natural gas or other petroleum products for transportation and industrial uses, may result from extreme weather, strikes, international embargoes, disruption of pipeline systems, or terrorism.
- C. The suddenness and devastation of a catastrophic disaster or other significant event can sever key energy lifelines, constraining supply in impacted areas, or in areas with supply links to impacted areas, and can also affect transportation, communications, and other lifelines needed for public health and safety. There may be widespread and prolonged electric power failures. Without electric power, communications will be interrupted, traffic signals will not operate, and surface movement will become grid-locked. Such outages may impact public health and safety services, and the movement of petroleum products for transportation and emergency power generation. Thus, a major, prolonged energy systems failure could be very costly and disruptive.
- D. In the wake of such a major disaster, available state-level assets will be used to assist local EOCs with their emergency efforts to provide fuel and power and other essential resources as needed. The priorities for allocation of these assets will be to:
 - 1. Provide for the health and safety of individuals and families affected by the event.
 - 2. Provide sufficient fuel supplies to Commonwealth agencies, emergency response organizations, and service stations in critical areas.
 - 3. Help energy suppliers obtain information, equipment, specialized labor, fuel, and transportation to repair or restore energy systems.
 - 4. Recommend local and state actions to conserve fuel, if needed.
 - 5. Coordinate with local, state, and federal agencies in providing energy emergency information, education, and conservation guidance to the public.
 - 6. Coordinate information with local, state, and federal officials and energy suppliers about available energy supply recovery assistance.
 - 7. Provide technical assistance involving energy systems.
 - 8. Recommend to the Governor's Office priorities to aid in the restoration of damaged energy systems.

9. Process fuel and power assistance requests from local EOCs.
- E. The following plans provide the organizational and conceptual basis for responding to an energy-related emergency. Additional supporting information, such as key contacts, recommended conservation measures, and pre-scripted press releases, can be found in the "Electric Power and Natural Gas Energy Emergency Handbook," maintained by the SCC, and in the "Petroleum and Solid Fuels Energy Emergency Handbook," maintained by DMME.

ATTACHMENTS

1. Virginia Energy Emergency Plan for Natural Gas
2. Virginia Energy Emergency Plan for Electric Power
3. Virginia Energy Emergency Plan for Petroleum Products
4. Virginia Energy Emergency Plan for Solid Fuels (Coal)

DEFINITIONS

- A. Commodity Manager, State – Individual or agency responsible for (1) establishing and maintaining liaison with energy industry and government points-of-contact to insure maximum advance warning of an energy resource shortage and (2) coordinating the implementation of federally required energy conservation measures in the event of an energy emergency.
- B. Petroleum Products – Motor vehicle gasoline, distillate fuel, aviation fuel, diesel fuel, LP Gas, and residual fuel oil.
- C. Prime Supplier – The supplier that makes the first sale of any petroleum product into the distribution system for consumption within the Commonwealth.
- D. Individual Assistance Officer, State – Individual or agency responsible for consolidating and providing information to local governments on emergency assistance to individuals and families affected by an emergency or disaster situation through on-going state and federal programs.

Figure H-1:

Virginia Energy Emergency Plan
DUTIES AND RESPONSIBILITIES

Department of Mines, Minerals, and Energy (DMME):

- Petroleum Products Energy Emergency Plan (Attachment 3)
- Petroleum Products Energy Emergency Handbook
- Solid Fuels (Coal) (Attachment 4)

State Corporation Commission (SCC):

- Electric Power Energy Emergency Plan (Attachment 2) and Program
- Natural Gas Energy Emergency Plan (Attachment 1)
- Electric Power and Natural Gas Energy Emergency Handbook

Department of Emergency Management (VDEM):

- State Emergency Operations Plan
- Direction and Control of Emergency Operations
- Implementation of Post-Declaration Conservation Measures
- Post-Declaration Emergency Public Information

Department of Social Services (DSS):

- In response to an emergency situation, identify and, in support their local EOC, provide assistance as needed to families and individuals with emergency-related critical needs.

Figure H-2:

Virginia Energy Emergency Plan
ENERGY EMERGENCY PHASES

In accordance with federal guidance, the following five emergency response phases have been identified for use in federal and state energy emergency plans:

1. Readiness Phase
Plans and procedures are developed. A network of key contacts in private industry and government agencies is established and maintained.
2. Verification Phase
A potential energy shortage situation has been identified and its potential impact must be evaluated.
3. Pre-Emergency Phase
The issue is in the news. There is a full-time emphasis on the part of key players. Plans and procedures are updated. Voluntary conservation measures are considered.
4. Emergency Phase
A “state of emergency” has been declared by the Governor. The State EOC is fully operational and assumes primary implementation responsibilities as directed by the Governor. Additional voluntary and some mandatory conservation measures are considered.
5. Post-Emergency Phase
The “state of emergency” is no longer in effect. Most conditions have returned to normal or stabilized.

Annex H, Attachment 1
NATURAL GAS

MISSION

To assign responsibilities and provide the organization and procedures required to ensure that maximum advance warning will be provided of a potential critical shortage of natural gas; and that in a shortage situation, the distribution and use of available natural gas will be consistent with state priorities of providing for the health, safety, and welfare of the citizens of the Commonwealth.

ORGANIZATION

The State Corporation Commission is the designated commodity manager for natural gas in the state. Close coordination will be effected with certain federal and state agencies, natural gas suppliers, and distribution companies to monitor the adequacy of the supply and distribution of natural gas. The Governor and other state agencies will be kept informed of the developing situation and of emergency actions required. Coordination with local governments will be effected when necessary. Local gas distribution companies will keep local authorities informed of any potential or actual shortages.

CONCEPT OF OPERATIONS

- A. The economy of the state and the health and safety of its citizens are heavily dependent upon an adequate and uninterrupted supply of natural gas.
- B. Virginia produces only a small amount of natural gas. Most natural gas must be brought in from outside sources. Four interstate transmission companies supply gas to Virginia. The points of entry and location of these pipeline routes are shown at Tab A.
- C. A variety of circumstances could cause serious statewide or area shortages of natural gas with little advance warning. These include:
 - 1. An extended period of extremely cold weather which would increase demands for natural gas for home, commercial, and industrial heating.
 - 2. Breakdown of compressor stations or pipelines as a result of accidents or sabotage.
 - 3. Unexpected curtailments in interstate pipeline supplies.
- D. In the past, the Federal Energy Regulatory Commission (FERC) made and administered the rules for the equitable allocation of gas at the federal level when the supply is insufficient to meet the demand. In accordance with their authority and based on past experience, it is FERC policy to adjust natural gas curtailments so as to ensure "the protection of deliveries

for the residential and small-volume consumers who cannot be curtailed on a daily basis and to require instead reduction in deliveries for large-volume interruptible sales". Assistance and guidance can be obtained from FERC with respect to problems involving interstate gas supplies and other matters pertaining to their authority.

- E. The Federal Department of Energy manages all interstate aspects of an energy crisis. In an energy emergency, it will augment VDEM and be prepared for around-the-clock operations. This activity will provide federal interagency coordination, state and local government liaison, and integrate contingency measures. VDEM will implement information gathering systems to monitor and forecast national and local natural gas demands and available supplies.
- F. The State Corporation Commission, as the commodity manager for natural gas, will manage available resources within state priorities so that the effects of a shortage will be minimized.
- G. The State Corporation Commission, under the Code of Virginia, has the authority to allocate supplies between distributor companies within the state to protect the public health, safety, and welfare. Also, the State Corporation Commission's "Natural Gas Priorities and Rules" establishes an emergency coordination committee to facilitate transfers of gas between companies operating within Virginia (see Tab B).
- H. The State Corporation Commission's "Natural Gas Priorities and Rules" also establishes the order in which categories of customers can be curtailed when supplies are insufficient to serve firm requirements. This plan establishes curtailment priority classifications for all firm customers. Since interruptible customers would be the first to be curtailed during periods of curtailment, interruptible requirements are considered to be the lowest priority (see Tab B).
- I. The Governor may exercise his emergency powers under the Virginia Emergency Management and Disaster Law of 1973, as amended.
- J. Tasks
 - 1. The State Corporation Commission will:
 - a. Act as the commodity manager for natural gas.
 - b. Monitor natural gas supplies, including establishing alert points where increased emergency preparedness would be taken.
 - c. Provide liaison with federal agencies and the natural gas industry to provide the earliest possible warning of shortages.
 - d. Develop and maintain priorities and rules for curtailment and allocation procedures.

- e. Develop and maintain priorities and rules for voluntary and mandatory conservation procedures (see Tab C).
 - f. Develop and maintain procedures for special hardship appeals of curtailment and conservation procedures.
 - g. Assist with the legal interpretations of all orders as requested by the State EOC.
 - h. Assist natural gas users to obtain alternate supplies.
 - i. Provide guidance to DEM as to the extent of shortages, as a basis of recommending to the Department of Air Pollution Control the need to temporarily wave air pollution control regulations to allow industrial boilers and furnaces to switch to less clean, heavy oil products.
 - j. Be prepared to request cooperation from railroads in expediting movement of propane cars, both empty and loaded.
 - k. Keep the public fully informed on all matters pertaining to a natural gas shortage.
2. Local government will:
- a. Include measures dealing with a natural gas shortage in their resource plan.
 - b. Notify the Department of Social Services when their citizens are unable to purchase natural gas because of a lack of funds.
 - c. Request all assistance relating to natural gas supplies from the State Corporation Commission.
 - d. Request all other assistance relating to problems caused by natural gas shortages from the state Department of Emergency Management.

DEFINITIONS

- A. Natural Gas - A naturally occurring mixture of hydrocarbons used for fuel (this consists mainly of methane, CH₄).
- B. Liquefied Natural Gas (LNG) - Natural gas cooled and compressed to form a liquid. It reduces volume nearly 600-fold as it becomes a liquid, thereby making it suitable for storage and long-distance transportation in a container.
- C. Synthetic Natural Gas (SNG) - A gas produced from petroleum hydrocarbons which may be substituted for pipeline quality gas.

- D. Firm Customers - Service from contracts or schedules under which the seller is expressly obligated to deliver specific volumes and which anticipates no interruptions. Residential service comes under this area.
- E. Interruptible Customers - Those customers receiving service based on a contract which allows them to be shut off by the utility after notification. These are usually large commercial and industrial users with alternate fuel capability.
- F. Alternate Fuel Capability (AFC) - Gas usage for which the customer has the installed facilities to use an alternate fuel, and gas usage of 10,000 Mcf or more per peak month for which it would be reasonable to install facilities to use an alternate fuel. A customer may be deemed not to have AFC if alternate fuel supplies are unavailable or their use restricted, for reasons beyond the control of the customer, during a gas supply emergency. Any exceptions to the definition of AFC must be approved by the Commission.
- G. Boiler Fuel - Usage of gas of 1,500 Mcf or more per peak month for the generation of electricity, production of steam, or heating of water. The only exception shall be for Washington Gas Light Company (including Shenandoah Gas Company). Washington Gas Light Company may define boiler fuel as that industrial usage of gas of 100,000 therms or more per peak month for the generation of electricity, production of steam, or heating of water.
- H. Essential Human Needs Emergency - A situation in which gas supply, for whatever reason, is inadequate to meet the requirements of customers in Priorities 1 and 2.
- I. Essential Human Needs - Gas usage necessary to maintain service to all residential customers and customers qualifying for human needs requirements without AFC, subject to the following restrictions: (1) thermostats in residences, apartments, sanitariums, rest homes, hospitals, hotels, motels, prisons, and anywhere else that people reside shall be set at 65 degrees during the day and 55 degrees at night, unless such setting causes health hazards, and (2) thermostats in office buildings, retail stores, schools, and other commercial, governmental, and industrial facilities shall be set to the minimum level required to prevent injury to life or property.
- J. Human Needs Requirements - Use of gas for residences, critical child care and medical facilities, sanitariums, rest homes, hotels, certain schools, essential agricultural users and food processing needs, commercial cooking, prisons, plant protection, water and sewage treatment, and electric generating unit startup and flame stabilization.
- K. Plant Protection - Minimum usage of gas necessary to prevent physical damage to plant facilities, danger to plant personnel, and to protect material in production. It shall not include gas to maintain ongoing production of materials.
- L. Residential Usage - Gas used for normal purposes in maintaining permanent single and multi-family dwellings.

- M. Mcf - Standard measure of gas meaning 1,000 cubic feet under standard condition; roughly equals a DTH (dekatherm).

REFERENCES

- A. Commonwealth of Virginia, State Corporation Commission, Natural Gas Priorities and Rules.
- B. Tri-State Coordinating Committee on Resource Shortages, Washington Gas Light Company Regional Alert Plan.

ACTION CHECKLIST - NATURAL GAS

1. Routine Operations

- a. Monitor natural gas supplies at both the national and local levels to be familiar with the state of preparedness of each distribution company and with the overall projected gas supply situation in Virginia.
- b. Review conservation and allocation procedures periodically.
- c. Respond to inquiries regarding gas supply.
- d. Revise and update emergency response plans.
- e. Consider methods and procedures for improving effective curtailment priorities and rules.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the state. A shortage of natural gas is anticipated through information received from gas companies, pipelines, or other sources.

- a. Notify the Department of Emergency Management and other governmental authorities, as necessary, about the scope and duration of the anticipated shortage.
- b. Brief the Governor regarding the anticipated shortage and the conservation and curtailment procedures which are proposed to be taken.
- c. Notify other state public utility companies and federal agencies and, where reasonably possible, coordinate actions with them.
- d. Attempt to obtain additional supplies and redistribute them within the state.
- e. Advise the State EOC when state and local government agencies need to institute conservation procedures.
- f. Advise the Governor and the State EOC concerning public appeals for conservation to industrial, commercial, and residential users. Utilities may want to do this, at least initially.
- g. Coordinate with utility companies to urge the use of alternate fuels to the maximum extent.
- h. See that gas companies maximize the use of emergency facilities, where necessary.

3. **Response Operations**

a. **Mobilization Phase**

Conditions continue to worsen requiring full-scale mitigation and preparedness activities. Preliminary steps have not prevented a shortage and emergency actions must be taken.

As requested, advise the Governor and the State EOC of the existing conditions and proposed future actions.

b. **Emergency Phase**

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Implement actions as necessary and keep the Governor and the State EOC informed.
- (2) Curtailment plans are put into effect. Residential service and human needs are the last to be curtailed (see Tab B).
- (3) Mandatory conservation procedures are put into effect (see Tab C).
- (4) In a severe shortage situation and upon the declaration of a state of emergency, the Governor may allocate or regulate the sale, distribution, and use of all natural gas available within the state. Mandatory conservation measures for residential, governmental, and industrial users may also be instituted as needed.
- (5) When the Governor has exhausted all remedial measures available to him, he will notify the President that a severe natural gas shortage exists. The President may invoke the emergency provisions of Title III of the Natural Gas Policy Act (NGPA), Sections 301 through 304, to ensure that high priority users of natural gas receive an adequate supply to preserve the security of life, health, and property.

c. **Emergency Relief Phase**

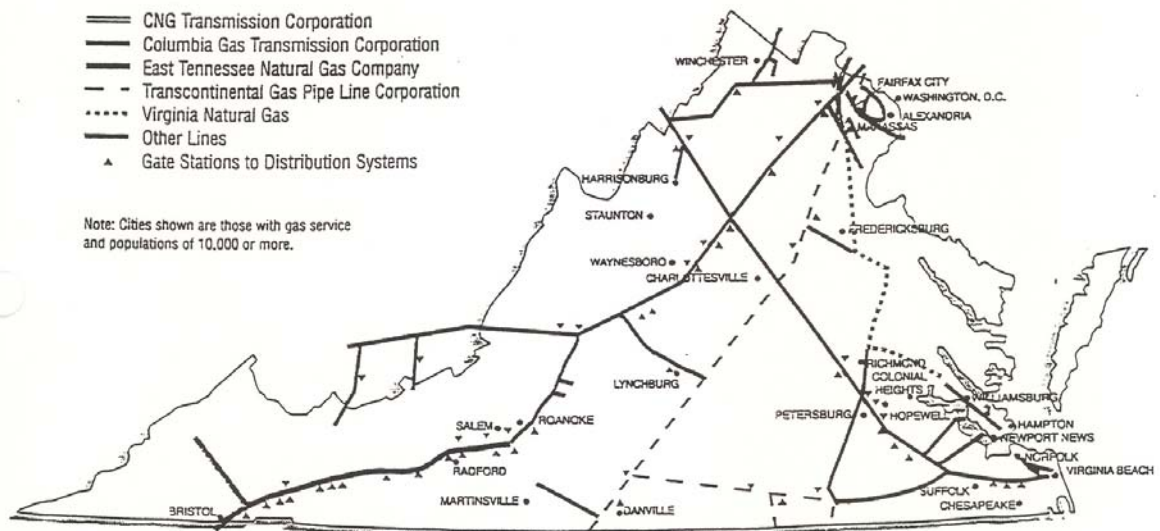
Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

4. **Recovery Operations**

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of

the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

Annex H, Attachment 1, Tab A
NATURAL GAS TRANSMISSION LINES IN VIRGINIA



Annex H, Attachment 1, Tab B
NATURAL GAS PRIORITIES AND RULES

This plan sets forth the priorities which shall apply whenever any jurisdictional natural gas utility operating in Virginia has insufficient gas available to meet the end-use needs of its customers during a gas supply emergency. An "emergency," as contemplated within these rules, includes, but is not limited to, an unforeseen or unplanned event resulting in a shortage of gas supplies or an inability to deliver gas such that human needs requirements are threatened. When it becomes necessary for any jurisdictional natural gas utility to curtail gas deliveries to its customers during such an emergency, the following priorities will apply beginning with the highest number and proceeding in reverse order to Priority 1. All customers within a priority class, or all customers within any subclass thereof, which is subject to curtailment shall be curtailed to the extent practicable on an equal basis. If a customer's end-use requirements come under two or more priorities, then such requirements must be treated separately when applying this schedule of priorities. Transportation customers will have equivalent end-use priorities as sales customers.

PRIORITIES FOR SERVICE

- | | |
|------------|---|
| Priority 1 | Customer requirements for residential service and requirements for human needs without alternate fuel capability (AFC). |
| Priority 2 | Customer requirements under 1,500 Mcf per peak month without AFC. |
| Priority 3 | Customer requirements over 1,500 Mcf per peak month without AFC. |
| Priority 4 | Electric generation requirements for essential electric human needs that do not have available supplies of alternate fuels or alternate sources of electricity. |
| Priority 5 | Customer requirements for human needs with AFC. |
| Priority 6 | Requirements of customers with AFC that do not come under any other priority. |
| Priority 7 | Requirements for boiler fuel. |

RULES

- A. Each jurisdictional natural gas utility shall develop a plan for curtailment of gas sales which complies with the schedule of priorities and rules adopted herein. To the extent necessary, such plan may provide for subclasses under each of the priority classes. Each curtailment plan shall be filed as a part of the jurisdictional natural gas utility's tariffs.

- B. Each jurisdictional natural gas utility shall be responsible for the administration of its curtailment plan, including the determination of Alternate Fuel Capability (AFC).
- C. Interruptible gas service may be furnished, in management's discretion, as available gas supplies permit. However, the Commission may terminate, or alter, the sale of gas to interruptible customers if it is determined that such sales unreasonably affect the reliability of supplies of gas for priority end-uses.
- D. In the event of an unforeseen emergency of limited duration, each jurisdictional natural gas utility experiencing the emergency shall:
 - 1. Encourage maximum conservation by all customers.
 - 2. Use its own emergency facilities to the limit of their capability.
 - 3. Consider establishing a temporary moratorium against the connection of new customers.
 - 4. If the Commission finds that a jurisdictional natural gas utility cannot supply all of its customers natural gas because an emergency exists, the Commission may, by order, establish a temporary moratorium on the connection of new customers if such moratorium is necessary to minimize the adverse impact on the public health and safety and to facilitate restoration of normal service to all customers at the earliest time practicable.
- E. Regional Emergencies
 - 1. In the event of regional emergencies, natural gas may be temporarily redistributed among the jurisdictional natural gas utilities operating within the state to assure continued service for essential human needs.
 - 2. Transfers of gas will be directed, if necessary, by the Commission pursuant to Section 56-249:1 of the Code of Virginia which reads in pertinent part:

The Commission may require a public utility to transfer to another public utility of like business, gas, water, or electricity, whenever the public health, welfare, or safety shall be found to so require; provided, however, that the transferring public utility shall be compensated, at a rate fixed by the Commission, for all such deliveries by the receiving public utility.
 - 3. The Commission may direct that customers in certain areas having usage under Priorities 5 and 6 use alternate fuel, even though there is gas available, when such gas is required for public health, welfare, and safety or for higher priority uses in other areas.

4. Each jurisdictional natural gas utility shall designate an individual to serve on a coordination committee to facilitate transfers of gas between companies operating within the state. These individuals should be familiar with their respective company's sources of supply and have the authority to make commitments necessary to redistribute available gas supplies.
 5. The Director of the Commission's Division of Energy Regulation, or his designee, shall be responsible for preparing and maintaining a list of the designated personnel described in rule E.4. and have the authority to call for meetings of the coordination committee to consider requests for assistance. The Director may also invite parties other than gas companies to join the coordination committee.
 6. In responding to requests for a redistribution of natural gas, the coordination committee will seek to:
 - a. Ascertain the extent, nature, and circumstance of the emergency.
 - b. Determine which companies operating within the state might be able to assist by a temporary redistribution of some portion of their supplies
 - c. Place natural gas utilities requesting assistance into direct communication with companies providing assistance to determine the most effective transfer procedure.
 7. In the event that emergency assistance is requested of any jurisdictional natural gas utilities operating within the state of Virginia, it shall be the responsibility of the jurisdictional natural gas utility from whom assistance is required to consider carefully the request and use of it's aid as is warranted and possible under the circumstances without jeopardizing the integrity of its own service. As this plan is one of voluntary mutual aid without binding and legal commitment, adherence to this precept is essential to successful implementation.
 8. The jurisdictional natural gas utility requesting emergency gas and the utility providing such aid shall obtain Commission approval of the price for the emergency gas furnished prior to the actual exchange thereof.
- F. Each jurisdictional natural gas utility shall be authorized to request that transportation customers allow the use of their customer-owned gas to supply higher priority end-usages. Should transportation customers refuse to allow the use of their gas during emergencies and the ability of the gas utility to serve essential human needs is threatened, a jurisdictional natural gas utility shall delay delivery of customer-owned gas and utilize that gas to serve essential human needs when significant relief would be provided by the use of such gas, until such time as the supply threat to essential human needs has been resolved. The natural gas utility shall notify the Commission that it has delayed transportation gas deliveries under this rule without the customer's agreement.

- G. Transportation customers shall be compensated for the use of transportation gas voluntarily supplied or otherwise used in an emergency to assist a jurisdictional natural gas utility. The level of compensation should be determined through negotiation. Compensation should be limited to reasonable costs associated with alternate fuels or the price difference associated with re-supplying gas to the customer. Compensation is not intended to reflect damages that may result from the use of customer-owned gas. Transportation customers or jurisdictional natural gas utilities may request that the State Corporation Commission waive the foregoing compensation limit for the purpose of negotiating contingency emergency supply agreements. Any such agreement must be approved by the Commission. Jurisdictional natural gas utilities may specify the terms of compensation in tariffs, approved pursuant to Virginia Code, Section 56-237 et seq.
- H. Transportation customers receiving gas supplies from a jurisdictional natural gas utility pursuant to the enactment of curtailment priorities shall be charged a rate equivalent to the gas utility's incremental cost of gas, adjusted for unaccounted for losses and gross receipts taxes plus the gas utility's normal transportation rate.
- I. Each jurisdictional natural gas utility shall be authorized to grant exemptions to the priorities and rules adopted herein, and the filed tariffs conforming therewith, for a period not to exceed ten days. Such exemptions shall be granted, in management's discretion, to avoid undue hardship. A written report of all requests for an exemption and each exemption granted by a jurisdictional natural gas utility shall be filed with the director or a designated member of the Commission's Division of Energy Regulation.
- J. A gas customer or a jurisdictional natural gas utility on behalf of a gas customer, may request of the State Corporation Commission an exception to these rules, for a period of time greater than ten days based on hardship or other justifiable circumstances.
- K. If gas supplies become inadequate to meet the requirements of customers in Priorities 1 and 2, an Essential Human Needs Emergency may be declared and limitations may be imposed restricting gas usage to essential human needs.

DEFINITIONS

- A. Alternate Fuel Capability (AFC) - That gas usage for which the customer has the installed facilities to use an alternate fuel, and shall mean that gas usage of 10,000 Mcf, or more, per peak month for which it would be reasonable to install facilities to use an alternate fuel. A customer may be deemed not to have AFC if alternate fuel supplies are unavailable or their use restricted, for reasons beyond the control of the customer, during a gas supply emergency. Any exceptions to the definition of AFC must be approved by the Commission.
- B. Boiler Fuel - That usage of gas of 1,500, or more, per peak month for the generation of electricity, production of steam, or heating of water. The only exception shall be for Washington Gas Light Company (including Shenandoah Gas Company). Washington Gas Light Company may define boiler fuel as that industrial usage of gas of 100,000 therms, or

more, per peak month for the generation of electricity, production of steam, or heating of water.

- C. Commercial Services - Service to customers engaged primarily in the sale of goods or services, to educational institutions, to correctional institutions, and to local, state, and federal government agencies for uses other than those involving manufacturing or electric power generation.
- D. Essential Human Needs Emergency - A situation in which gas supply, for whatever reason, is inadequate to meet requirements of customers in Priorities 1 and 2.
- E. Essential Human Needs - That gas usage necessary to maintain service to all residential customers and customers qualifying for human needs requirements without AFC, subject to the following restrictions: (1) thermostats in residences, apartments, sanitariums, rest homes, hospitals, hotels, motels, prisons, and anywhere else that people reside shall be set to 65° in the day and 55° at night, unless such setting causes health hazards, and (2) thermostats in office buildings, retail stores, schools, and other commercial government and industrial facilities shall be set to the minimum level required to prevent injury to life or property.
- F. Human Needs Requirement - Requirements for residences, critical child care and medical facilities, sanitariums, rest homes, hotels, certain schools, essential agricultural users and food process needs, commercial cooking, prisons, plant protection, water and sewage treatment and electric generating unit start-up and flame stabilization.
- G. Interruptible Service - That service provided under interruptible rate schedules or under special interruptible contracts.
- H. Plant Protection - That minimum use of gas necessary to prevent physical damage to plant facilities, danger to plant personnel, and to protect material in production. It shall not include gas to maintain ongoing production of materials.
- I. Residential Usage - That gas used for normal purposes in maintaining permanent single and multi-family dwellings.
- J. Peak Month - Shall remain as presently defined in individual tariffs or past practices of jurisdictional natural gas public utilities; however, for purposes of priority classifications, when a customer's usage is increased, or reduced, on a permanent basis, then the customer shall be moved to the priority consistent with the change in usage.
- K. Electric Generating Start-Up Requirements - That usage of gas associated with the start-up of base load generating units including requirements for flame stabilization where alternate start-up fuels are unavailable. It shall not include gas used for co-firing.
- L. Essential Electric Human Needs - That electric usage necessary to maintain service to all residential customers and customers qualifying for human needs requirements, subject to the

following restrictions: (1) thermostats in residences, apartments, sanitariums, rest homes, hospitals, hotels, motels, prisons, and anywhere else that people reside shall be set to 65° in the day and 55° at night, unless such setting causes health hazards, and (2) thermostats in office buildings, retail stores, schools, and other commercial, government, and industrial facilities shall be set to the minimum level required to prevent injury to life or property. Electric generation will be deemed to be required for essential electric human needs if the electric utility has implemented emergency load reduction procedures at least to the point of shedding non-critical curtailable load.

ADMINISTRATION

- A. The Director or a designated member of the Commission's Division of Energy Regulation shall be responsible for administering the Schedule of Priorities and Rules adopted herein, subject to review by the Commission as provided by the Commission's Rules of Practice and Procedure.
- B. All written correspondence concerning the foregoing shall be addressed to Natural Gas Priorities and Rules, Attention: Director, Division of Energy Regulation, State Corporation Commission, Post Office Box 1197, Richmond, Virginia, 23209.

Annex H, Attachment 1, Tab C
CONSERVATION PROCEDURES

The following procedures are steps that should be taken prior to and during curtailments of natural gas. An effective conservation program will lessen the extent of curtailments during an emergency. Public appeals for conservation will be made first by the utilities and by the Governor (State EOC). If necessary, some or all of the actions outlined below can be made mandatory by the Governor under his emergency powers.

A. These measures may be instituted initially to conserve natural gas.

Reduce:

1. Public gas lighting to the absolute minimum essential for safety.
2. Thermostat settings for comfort heating, utilizing gas, to a maximum of 65° during the day and 50°-55° at night.
3. The use of hot water heated by gas to minimum requirements.
4. Home cooking use to the absolute minimum.

B. These measures may be instituted when natural gas is in critically short supply.

Discontinue:

1. Outside gas lights, except for security and safety purposes.
2. All comfort air conditioning (where windows can be opened).
3. The use of gas ovens and broilers in home cooking.
4. The use of all residential gas equipment, except refrigerators and furnaces.

Annex H, Attachment 2
ELECTRIC POWER

MISSION

To assign responsibilities and provide the organization and procedures required to ensure (1) that maximum advance warning will be provided of any shortage of generating capacity or fuel supply and (2) that in a shortage situation, the distribution and use of available electricity will be consistent with state priorities of providing for the health, safety, and economic well-being of the citizens of the Commonwealth.

ORGANIZATION

The State Corporation Commission is the designated commodity manager for electric power in the state. Close coordination will be affected with federal agencies, other state agencies, and the electric power industry to monitor the adequacy of generating capacity and fuel supplies. The State Corporation Commission will work closely with other state agencies and commodity managers, which have responsibilities relating to electricity or fuels used in generating electricity. It will keep these agencies advised of potential or actual electricity shortages and recognize the interrelationships between one form of energy and another and the probable consequences regarding other energy commodities. The Governor, appropriate state agencies, and emergency ad hoc groups will be informed of the developing situation and of possible emergency actions that may be required.

CONCEPT OF OPERATIONS

- A. There are a total of 36 electric utilities, which provide service to residents of Virginia. This group consists of 5 privately-owned utilities, 13 cooperatives, and 18 municipals. The electric power, which the cooperatives and municipals distribute, is bought at wholesale from one of seven electric "suppliers" within and outside Virginia. See Tab A for a listing of the suppliers and territories served. Dominion Virginia Power and the Appalachian Power Company (APCO) are the state's two largest electric generating companies and together account for more than 90 percent of electricity sales.
- B. Electricity is produced by using several types of fuel. A shortage of any one of the primary fuels could impact on the availability of other fuels and also could affect the adequacy of supply to electric customers in the Commonwealth.
- C. A variety of circumstances could cause serious statewide or area shortages of electricity with little advance warning.

- D. Capacity deficiency emergencies are usually caused by a failure of some portion of the bulk power system, either at the generating station or in the transmission network. These may be caused by either isolated situations or catastrophic natural disasters.
- E. Fuel shortage emergencies are different in that the available generating equipment is capable of sustaining the system load but the primary fuel is not available. This may be caused by one or more circumstances, which include:
 - 1. An embargo by one or more oil-producing nations.
 - 2. The blockage of waterways by icing or other circumstances.
 - 3. International tension, which could curtail ocean shipping.
 - 4. Strikes within fuel production or transportation sectors.
 - 5. Severe drought, which could curtail hydroelectric generation and reduce water flow for cooling.
- F. A prolonged shortage of electricity could have the following adverse impacts on the state through selective load shedding and enforced conservation measures.
 - 1. Impair the provision of services essential for health and safety.
 - 2. Require reduced hours of operation of all sectors of the economy.
 - 3. Cause unemployment.
 - 4. Reduce travel and tourism.
- G. Response Capabilities
 - 1. The interconnection of utilities inside and outside of Virginia permit, to a degree, the transfer of power to meet unusual demands either from capacity deficiencies or a localized fuel shortage. The utilities have on file, at the SCC, emergency service restoration plans which respond to capacity deficiency emergencies from natural disasters.
 - 2. The power generating companies also have load shedding plans which reduce demand and energy consumption--first by voluntary conservation, then by predetermined selective load shedding (see Tab B).
 - 3. Should it become necessary to curtail electricity usage, the utilities in Virginia will implement their electric energy emergency conservation plans, which are on file with the State Corporation Commission. These emergency procedures will be put into operation when the public health, safety, and welfare are threatened.

4. In a severe shortage situation and upon the declaration of a state of emergency, the Governor may allocate or regulate the sale, distribution, and use of all electricity available within the state. Mandatory conservation measures for residential, governmental, commercial, and industrial users may also be instituted as needed.
- H. The State Corporation Commission, as commodity manager for electric power, will regulate the utilities' management of their available resources so that the effects of a shortage will be minimized. There are two general types of electric power emergencies--the capacity deficiency emergency and the fuel supply emergency.

I. Tasks

1. State Corporation Commission

- a. Act as commodity manager for electric power.
- b. Monitor utility fuel supplies and reserves, including establishing alert points where increased emergency preparations would be taken.
- c. Provide liaison with federal agencies and the electric power industry to provide the earliest possible warning of shortages.
- d. Monitor power supply and demand during critical periods.
- e. Develop and maintain priorities and rules for curtailment procedures (see Tab C).
- f. In the aftermath of any situation, which damages widespread system infrastructure, the SCC will work with utilities to implement a restoration strategy.
- g. Develop and maintain voluntary and mandatory conservation procedures to be implemented during a shortage (see Tab D).
- h. Develop and maintain procedures for special hardship appeals of curtailment and conservation orders.
- i. Assist with the legal interpretations of all orders as requested by the State EOC.
- j. Keep the public fully informed on all matters pertaining to an electric power shortage.

2. Attorney General

The Office of the Attorney General will advise and prepare legal interpretations of all orders issued by the Governor.

3. Local Governments

- a. Include measures dealing with an electricity shortage in their resource plans.
- b. Notify the state Department of Social Services when their citizens are unable to purchase electricity because of a lack of funds, after local resources have been expended.
- c. Request all other assistance relating to an electricity shortage from the state Department of Emergency Management.
- d. Coordinate the implementation of state voluntary and mandatory programs within their jurisdictions.

DEFINITIONS

- A. Load Shedding - The de-energizing of a distribution circuit by the power company to prevent overloading the system. This can be done manually at the various substations, if time permits. In addition, automatic load shedding (under-frequency relaying) is devised so that portions of the load will be dropped at three levels of declining frequency.
- B. Capacity Deficiency - A situation wherein the system demand exceeds the utilities' resources.

ACTION CHECKLIST - ELECTRIC POWER

1. Routine Operations

a. Capacity Deficiency Emergency

- (1) Monitor capacity and demand at the state and system levels to forecast possible shortages.
- (2) Review emergency load curtailment procedures for generating companies to ensure consistency with state priorities.
- (3) Review power sharing procedures.
- (4) Prepare draft mandatory conservation orders.
- (5) Review draft appeals for conservation by the public as requested by the State EOC.
- (6) Encourage utilities to develop system restoration and recovery plans.

b. Fuel Supply Emergency

- (1) Monitor fuels supply and reserve levels of all utilities to forecast possible shortages.
- (2) Review curtailment and conservation procedures periodically.
- (3) Prepare draft curtailment and mandatory conservation orders to be issued during a shortage.
- (4) Review draft appeals for conservation by the public as requested by the State EOC.

2. Increased Readiness

a. Capacity Deficiency Emergency

- (1) Notify other state agencies and local governments about the scope and duration of the anticipated problem.
- (2) Brief the Governor on the situation as requested.
- (4) See Tab B for emergency actions to be taken by affected utilities.

ACTION CHECKLIST (Cont.)

b. Fuel Supply Emergency

A shortage of fuel is anticipated, thus causing a shortage of electricity.

- (1) Notify other state agencies and local governments about the scope and duration of the anticipated shortage.
- (2) Notify other state agencies and local governments about the scope and duration of the anticipated problem.
- (3) Brief the Governor on the situation and request approval of recommended conservation and curtailment procedures.
- (4) Attempt to obtain additional fuel supplies and redistribute them within the state.
- (5) Utilize alternate fuels to the maximum extent.
- (6) Recommend public appeals from the Governor for conservation to industrial, commercial, governmental, and residential users.
- (7) Direct the implementation of the Electric Energy Emergency Conservation Plans of those utilities under its jurisdiction.

3. Response Operations

a. Mobilization Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

b. Emergency Phase

Disaster strikes. An emergency response is required to save lives and protect property. Preliminary steps have not prevented a shortage and emergency actions must be taken.

(1) Capacity Deficiency Emergency

- (a) Mandatory conservation and load reduction procedures are put into effect by the Governor.
- (b) See Tab B for emergency load shedding actions to be taken by affected utilities.

ACTION CHECKLIST (Cont.)

b. Emergency Phase (Cont.)

- (c) Direct the implementation of the utilities' emergency restoration service plans in response to capacity deficiencies caused by natural disasters.

(2) Fuel Supply Emergency

Preliminary steps have not prevented a shortage and emergency actions must be taken.

- (a) Mandatory conservation and load reduction procedures are put into effect.
- (b) As a last resort, the Governor may declare a state of emergency as a result of a fuel resource shortage and direct implementation of emergency measures authorized by Section 44-146.17 of the Code of Virginia.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.







4. Recovery Operations

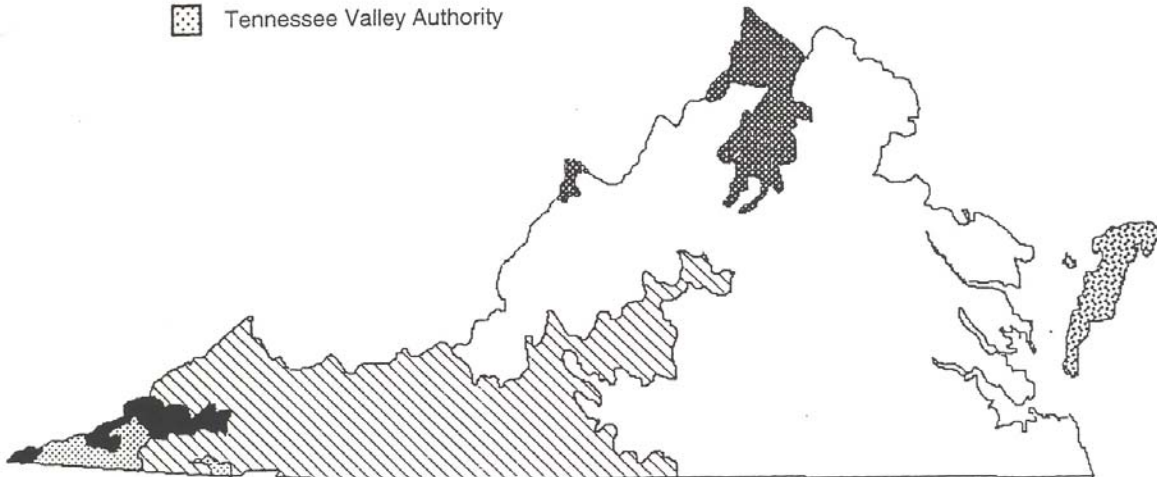
Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

Annex H, Attachment 2, Tab A
VIRGINIA ELECTRIC SUPPLIERS AND TERRITORY SERVED

Service Areas of Major Electric Power Companies

Note: This map does not attempt to reflect the service areas of the state's many rural electric co-operatives.

-  Virginia Power Company
-  Appalachian Power Company
-  Potomac Edison Company
-  Delmarva Power and Light Company
-  Old Dominion Power Company
-  Tennessee Valley Authority



Annex H, Attachment 2, Tab B
SUMMARY OF LOAD SHEDDING PLANS

These are primarily designed to be implemented in capacity deficiency emergencies requiring a fast drop in load levels to prevent the failure of the system. Each utility has a specific and detailed plan of how to drop portions of its load in order to prevent uncontrolled loss of the system. Below is a summary of Virginia Power's plan.

A. Step I - Voltage Reduction

Distribution circuit voltages are reduced by 5 percent which results in a load reduction of about 1.4 percent under seasonal load conditions.

B. Step II - Voluntary Load Reduction

1. Commercial and industrial customers throughout the system are requested to curtail the use of all non-essential electricity. Each district has a list, which is updated each year, of the customers to be called. This has been coordinated with the customers and they are expected to have plans for voluntary load reduction already prepared. It is estimated that a 4 percent summer and a 4.2 percent winter load reduction would be realized.
2. Public appeals for voluntary load reduction will be made through the news media. It is estimated that a reduction of 2.5 percent will occur.

C. Step III - Manual Load Shedding

1. Phase A

Load would be dropped by supervisory control from locations remote from the substations involved. About 2.8 percent of the summer peak load and 2.3 percent of the winter peak load can be dropped. This step would only be used in the event of sudden emergencies requiring immediate load reduction. Interruptions to critical customers will be avoided as much as possible. For other emergencies, Phase B will be used.

2. Phase B

This is a manual load shedding plan which provides for orderly load curtailment on a system-wide basis. Should system conditions be such that a capacity deficiency is imminent, switchmen will be stationed at various substations throughout the system. If the deficiency develops, they will then be instructed to open circuit breakers to de-energize various pre-selected distribution circuits. It is scheduled so that no circuit will be de-energized for more than two hours at a time in summer or one hour in winter, after which other distribution circuits will be de-energized on a rotational basis for the

duration of the emergency. Interruptions to critical customers, such as hospitals, police and fire facilities, radio and television stations, etc., will be avoided as much as possible. Where such interruptions are unavoidable, however, plans for performing the switching necessary to restore service as quickly as possible to these critical customers have been prepared.

D. Automatic Load Shedding (Under-Frequency Relaying)

The under-frequency load shedding plan is devised so that the load will be dropped at three levels of declining frequency.

PERCENTAGE OF LOAD DROPPED

	<u>Summer</u>	<u>Winter</u>
59.3 cps	17.4%	16.6%
59.0 cps	15.1%	13.1%
58.5 cps	<u>14.6%</u>	<u>13.9%</u>
Total Load Dropped	47.1%	43.6%

Annex H, Attachment 2, Tab C
CURTAILMENT PROCEDURES

The following procedures are steps that may be taken during a shortage of electricity. If voluntary and mandatory conservation actions do not reduce the use of electricity enough, then electricity may be cut off to certain users in order to preserve electricity for higher priority users. All or any combination of the actions outlined below may be taken by the Governor under his emergency powers.

Discontinue the use of electricity, except for the preservation of equipment.

A. Step I

1. In all places of amusement.
2. In non-essential public places (such as museums, galleries, etc.).
3. In schools, on a selective basis.

B. Step II

1. In all commercial wholesale and retail establishments, except those engaged in the distribution of controlled temperature storage foods, fuel, medical supplies, and medicines.
2. In all office buildings not engaged in communications, utilities, police, fire, health, water supply, public works, welfare, and transportation services.
3. In all industrial establishments not engaged in the manufacture, processing, or controlled temperature storage of staple foods, medicines and medical supplies, or other essential facilities specifically designated by the state.

Annex H, Attachment 2, Tab D
CONSERVATION PROCEDURES

The following are steps that can be taken prior to and during a shortage of electricity. An effective conservation program will lessen the extent of curtailments during an emergency. Public appeals for conservation will be made first through the news media by the utilities and the Governor. If necessary, some or all of the actions outlined below can be made mandatory by the Governor under his emergency powers.

A. Discontinue:

1. All exterior advertising (decorative and flood lighting).
2. All show window lighting.
3. All interior display and showcase lighting.
4. All comfort air conditioning, where health is not affected.
5. The use of all residential electrical appliances, except refrigerators, ranges, and television or radio receivers.

B. Reduce:

1. Hours of business to 40 per week, 5 days per week, and 8 consecutive hours per day.
2. Elevator service to an absolute minimum.
3. Public lighting to the absolute minimum essential for safety.
4. Thermostat settings for comfort heating, utilizing electricity, to a maximum of 65° daytime and 50° nighttime temperatures.
5. The use of hot water heated by electricity to minimum requirements.
6. General illumination by 50 percent in all commercial and residential establishments.
7. Electric transportation facility heating by 50 percent.

Annex H, Attachment 3
**VIRGINIA ENERGY EMERGENCY PLAN
FOR
PETROLEUM PRODUCTS**

MISSION

(1) To provide for the citizens of the Commonwealth in a reasonable and responsible manner when disaster strikes and gasoline, home heating oil, or other petroleum fuel supply systems suddenly fail resulting in a threat to health and safety; (2) to be capable of immediate collaboration with energy providers to help direct critical supplies to priority locations and restore supply and distribution systems as soon as possible, and (3) to cooperate with the federal government to recommend, encourage, and, under extreme conditions, mandate appropriate conservation measures until market forces can reestablish a working balance between supply and demand.

ORGANIZATION

The Department of Mines, Minerals and Energy (DMME), as a primary contact within state government for petroleum product emergency management, will communicate with petroleum industry contacts to gather available information about a developing emergency supply and demand situation. (See Tab B.) In the event of an actual shortage, the Commonwealth, in coordination with the U.S. Department of Energy, Office of Energy Emergencies, will communicate with citizens, government, business, and industry to support implementation of needed conservation measures.

Should the petroleum fuel shortage become more severely threatening to the health and safety of citizens, the Department of Emergency Management will activate the State Emergency Operations Center (EOC) and the Governor will issue a "state of emergency" declaration. (See the Virginia Emergency Services and Disaster Law of 2000, *Code of Virginia*, §44-146.17(b)(1)). Additional voluntary and perhaps some mandatory conservation measures may be needed. DMME will support the State EOC with contact and resource information as needed.

Depending on the nature of the energy emergency, selected representatives from the private sector will be invited to serve in an advisory capacity in areas where their particular expertise applies.

CONCEPT OF OPERATIONS

- A. Petroleum is widely used throughout Virginia. Transportation is still primarily fueled by petroleum. Other petroleum products are used for space heating, industrial processes, and electric generation. Almost all petroleum products must be brought in

from outside sources. Two pipelines carry refined products (gasoline, diesel, and distillate fuels) from the Gulf of Mexico states into Virginia. (See Tab A). Petroleum suppliers in some parts of the state bring in supplies by truck from distribution centers in neighboring states. Suppliers also will bring in supplies by truck from points more remote from Virginia if there are supply shortages in Virginia or neighboring states. Other supplies are brought into Virginia by rail and water transport. One refinery in Yorktown produces petroleum products from crude oil. Local and regional transportation of petroleum products is primarily handled by truck.

Propane is used in Virginia for industrial, agricultural, transportation, and residential uses. A substantial amount of the state's propane supply comes from the terminal at the end of the Dixie Liquefied Petroleum Gas Pipeline in Apex, North Carolina and a pipeline terminal near Clarksburg, West Virginia. There are propane rail terminals near Lynchburg and Winchester, and at private propane distributors' facilities. There is a water terminal for propane in Chesapeake.

- B. A variety of circumstances could cause serious international, national, statewide or area shortages of petroleum products with little advance warning. These include:
 - 1. An embargo by one or more oil-producing nations.
 - 2. International tension that might impact ocean shipping.
 - 3. An extended period of extremely cold weather which would increase demands for refined products for residential, commercial, and industrial heating above forecasted requirements.
 - 4. Production downtime at major refineries.
 - 5. Poor distribution of supplies within oil industry distribution systems. Spot shortages may occur with middle distillates and propane in winter due to inadequate pipeline capacity, pipeline failures, pipeline allocation limits, and surface transportation problems. Spot shortages of gasoline or kerosene may occur due to various problems such as pipeline disruptions or the need to supply multiple products to the marketplace, such as reformulated gasoline, to certain areas of the state while supplying other types of gasoline to others.
- C. A significant shortage of petroleum products could have the following adverse impacts on the Commonwealth:
 - 1. Require reduced hours of operation of schools, businesses, and industry.
 - 2. Cause substantial unemployment.
 - 3. Prevent the distribution of essential supplies and the provision of services essential to health and safety.

4. Cause a reduction in the production of electric power.
 5. Present a health hazard as a result of cold homes and a shortage of home cooking fuels.
 6. Since Virginia's economy relies on a stable supply of gasoline and diesel fuel, a gasoline and diesel fuel shortage could have a serious impact on the economy of the Commonwealth.
- D. This plan relies on a cooperative partnership between government agencies and private industry. DMME will coordinate a network of contacts between industry and government to help to ensure an efficient state response to a petroleum fuel supply shortage or disruption. Information about the network of contacts will be included in the separately published Petroleum Products and Coal Energy Emergency Handbook.
- E. The federal/state strategy for responding to an energy emergency is to:
1. Allow market principles to guide action to the maximum extent possible.
 2. Implement energy conservation measures to reduce demand as needed and in accordance with federal law (Public Law 94-163 of 1975, Section 362), initially on a voluntary basis and, later, if necessary, on a mandatory basis.
 3. At the direction of the President, draw down from the federal crude oil stockpiles, but only as a last resort when important national issues are at stake.
- F. Information Gathering
- DMME will keep a list of petroleum product contacts in the Petroleum Products and Coal Energy Emergency Handbook. These contacts will be contacted during a period of emergency to help to monitor the supply of petroleum products. During a potential or actual energy emergency, monitoring activity would be implemented so that the most appropriate response can be made. DMME also will use information from other sources such as the U.S. Department of Energy, Energy Information Administration, and other state agencies to assess any potential shortage situation. This information may include:
1. Information regarding supply disruptions or product shortages.
 2. Current world oil production compared to prior years production.
 3. Virginia prices for gasoline, propane, and distillate fuels.
 4. Spot market prices for petroleum.
 5. Domestic crude oil and product supply balance.

6. Information from the Virginia Department of Social Services on emergency fuel needs for low-income citizens (Local social services offices report on families and individuals needing assistance.)

G. Conservation Measures

1. If requested by the U.S. Department of Energy or the Governor, or if conditions warrant DMME can appeal for voluntary conservation measures to stretch the available supplies and to reduce unnecessary petroleum use. Such action must be coordinated in advance with the Governor's Office, through the Office of the Secretary of Commerce and Trade and the State EOC.
2. As the situation grows more acute, the Governor may declare "a state of emergency" in order to direct the State EOC to implement additional voluntary and selected mandatory conservation measures.
3. As a last resort, the State EOC will recommend to the Governor the implementation of the State Set-Aside Program. (See Tab C.)
4. All strategies shall be coordinated with the U.S. Department of Energy and the governors, energy advisory bodies, and commodity managers of neighboring states and the District of Columbia. The list of these contacts shall be kept in the Petroleum Products and Coal Energy Emergency Handbook.
5. In the event of a severe and prolonged shortage, the governor may "control, restrict, allocate, or regulate the use, sale, production, and distribution" of any or all petroleum products within Virginia in accordance with the § 44.146.17 of the Commonwealth of Virginia Emergency Services and Disaster Law. Mandatory conservation measures for residential, governmental, commercial, and industrial users may also be instituted as needed.

H. Petroleum Products Set Aside Program (See Tab C.)

Under Virginia's Set-Aside Program, major oil companies will be asked during shortage months to reserve one to three percent of their total supply of gasoline, kerosene, diesel, or No. 2 heating oil for reallocation and delivery to help with essential needs as identified by the Governor. An energy supply emergency is may be a critical reduction in supply either in an area of the state or in the state as a whole.

- I. The federal Strategic Petroleum Reserve will be released only under extreme circumstances when important national issues are at stake. This action is under federal control.

J. Duties and Responsibilities

1. Department of Mines, Minerals, and Energy

DMME's goal is to assist the marketplace in distribution of petroleum products. In doing so, it will take the following actions:

a. In the event of a shortage:

1. Receive requests from fuel oil suppliers, transporters, or trade associations to implement vehicle weight and driver hours of service waivers. Communicate these requests to DEM, who will coordinate implementation of the waivers VDOT, the State Police, and the federal government, and communicate news about the issuance of these waivers to the petroleum distribution industry.
2. Coordinate with trade associations to share information and prepare needs assessments.

b. Maintain current contact information with the petroleum product and propane distribution and delivery industry. Renew contacts with key contacts annually or more often as needed.

1. Virginia Petroleum Council.
2. Virginia Petroleum Marketers and Convenience Store Association.
3. Virginia Gasoline Marketers Council.
4. Virginia Propane Gas Association.
5. Colonial Pipeline and Plantation Pipeline companies.
6. Virginia Trucking Association

c. Provide data regarding supplies and use of petroleum products obtained from:

1. U.S. Department of Energy, Energy Information Administration, <http://www.eia.doe.gov>.
2. Virginia Energy Patterns and Trends, <http://www.energy.vt.edu/vept>.
3. Other Internet sources.

d. Coordinate regional contacts. Renew contacts with key contacts annually or more often as needed.

1. DOE Region III Philadelphia Support Office

2. Neighboring States - District of Columbia, Maryland, West Virginia, Kentucky, Tennessee, North Carolina
3. Metro DC Council of Governments
- e. Maintain a key contacts list and ready-to-go guidance materials to assist State government facility managers respond to a petroleum products energy emergency. Renew contacts with key contacts annually or more often as needed.
- f. Be prepared to advise the Governor during an energy emergency. The Governor will direct conservation measures and other actions, usually as recommended by federal guidance, through the DMME or, in the event of a “state of emergency” declaration, through the State EOC.
- g. Maintain the Commonwealth Energy Emergency Plan in coordination with the VDEM.
- h. Develop and maintain the Petroleum Products and Coal Energy Emergency Handbook, to include key contacts in government and industry, ready-to-go press releases, and other guidance materials for implementing voluntary and mandatory conservation measures.
- i. Assist and provide technical expertise as needed to the Office of the Secretary of Commerce and Trade and to the State EOC during an energy emergency.
- j. After an event, work with VDEM to prepare an after action report summarizing lessons learned and recommending improvements. Submit for approval to the Secretaries of Commerce and Trade and Public Safety. Coordinate the revision of plans and procedures accordingly.
2. Department of Emergency Management (VDEM)
 - a. Implement voluntary and mandatory energy conservation measures once the Governor has declared a “state of emergency.”
 - b. Coordinate with DMME to include the Commonwealth Energy Emergency Plan in the State EOP.
3. State Corporation Commission
 - a. Act as the interstate pipeline agent and coordinate with pipeline companies, other states and Federal/State emergency agencies regarding product disruptions resulting from pipeline distribution system failures. As pipeline agent, the SCC shall be the clearinghouse on communications with pipeline

company officials and emergency response agencies regarding the status of the emergency and the current condition of the pipeline.

4. Department of Social Services (DSS)

- a. Local DSS offices will gather reports they receive from families and individuals needing assistance in response to a home heating oil shortage or other energy emergency situation where individual assistance or mass care services may be required. The local DSS offices will communicate these needs to their local EOCs and the state Department of Social Services.

5. Local Governments

- a. Include measures dealing with a petroleum product shortage in their energy plan.
- b. Notify DMME and the State EOC when their citizens are unable to obtain petroleum products from local dealers.
- c. Request all other assistance relating to petroleum product shortages from the State EOC.
- d. Be prepared to provide mass care in heated buildings for citizens who are temporarily without home heating fuels.
- e. Coordinate the implementation of state voluntary and mandatory conservation and emergency management programs within their jurisdictions.

DEFINITIONS

A. Distillate Fuel

1. No. 2, and No. 4 Fuel Oil
The state set-aside program would include at least No. 2 heating oil (primary home heating fuel) in a shortage situation.
2. Kerosene and No. 1 Fuel Oil
The primary use of this fuel is for home heating. Most users of kerosene for home heating have very limited storage facilities and tend to have limited financial resources. These factors make any shortage of kerosene a serious one for these users. The state set-aside program would include kerosene in a shortage situation.

A. Liquefied Petroleum Gas (LP Gas), Propane, Butane

A gas produced from petroleum hydrocarbons. Propane and butane are the most common forms of LP Gas. Propane is used as a substitute for natural gas in rural

homes for heat, cooking, and power, in light industry as a process gas, in light vehicles, for gas logs, and for home barbecues. Most of the propane used in Virginia enters the state by rail and truck from pipeline terminals in other states. Difficulties in obtaining adequate supplies may stem from a natural gas shortage or transportation bottleneck.

C. Residual Fuel Oil

No. 5 and No. 6 (Bunker C) fuel oil that remains after distillation of a crude oil to obtain lighter components. This is used by utilities and industry for power generation or process steam. There are no distributors in Virginia. The users bring this product into the state for their own use. A shortage situation could force a conversion to other fuels and strict conservation until new supply sources could be found.

D. Petroleum Products

Motor vehicle gasoline, distillate fuel, aviation fuel, diesel fuel, LP Gas, and residual fuel oil.

REFERENCES

- A. Public Law 94-163 of 1975, Section 362.
- B. Commonwealth of Virginia Emergency Services and Disaster Law of 2000, as amended.

ACTION CHECKLIST - PETROLEUM

1. Readiness Phase

Plans and procedures are developed. Formal and informal communications are established by DMME with private industry and public agencies with key energy emergency roles and responsibilities so that plans can be coordinated in advance and the early indications of a potential energy shortage can be effectively communicated.

DMME

- (1) Maintain the Virginia Energy Emergency Plan for Petroleum Products, in coordination with VDEM.
- (2) Develop and maintain the Petroleum Products and Coal Energy Emergency Handbook to include key contacts in government and the private sector, ready-to-go press releases, and other guidance materials for implementing voluntary and mandatory conservation measures.
- (3) Develop and maintain industry and government contacts who may help track the Commonwealth's petroleum supply and use during an energy emergency situation.
- (4) Review annually, plans and procedures that assist with maintaining the Commonwealth's capability to respond appropriately to a petroleum products energy emergency.

2. Verification Phase

A potential energy shortage situation has been identified and its potential impact must be evaluated.

DMME

- (1) Receive reports from industry points of contact on petroleum prices, storage levels, transportation problems, and consumption patterns.
- (2) Review and update plans and procedures as needed.
- (3) Report to the Office of the Secretary of Commerce and Trade and to the State EOC as needed to keep them informed. Also provide a report to the Department of Social Services (DSS) in the event of a home heating oil or propane shortage situation.

3. **Pre-Emergency Phase**

Involves an increase in public and private activity. The issue is likely to be in the news. If necessary, DMME will coordinate a meeting of key players to review the situation. If conditions warrant, they may recommend, and the Governor may implement, voluntary conservation measures, usually in conjunction with federal guidance and the same measures being implemented simultaneously in other states. Preparations are made to implement additional voluntary and mandatory conservation measures should the situation worsen.

a. DMME

- (1) Continue monitoring petroleum prices, storage levels, transportation, and consumption patterns through contact with petroleum product trade associations. Receive from petroleum product trade associations and communicate to the VDEM requests for exemptions to vehicle weight and driver hour limits.
- (2) Establish formal communications with the U.S. Department of Energy and counterpart energy emergency agencies in contiguous or regional states.
- (3) Review and update plans and procedures as needed.
- (4) Receive reports about the state of readiness of petroleum supplies through contact with petroleum product and related trade associations and the State Corporation Commission.
- (5) Provide updates to the Office of the Secretary of Commerce and Trade, the DSS, and to the State EOC as needed to keep them informed.
- (6) Make recommendations as necessary and in coordination with the Office of the Secretary of Commerce and Trade.
- (7) As appropriate and with approval from the Governor's Office, begin to provide guidance for, and encourage the implementation of, voluntary conservation measures, using previously prepared press releases and fact sheets from the Petroleum Products and Coal Energy Emergency Handbook.

b. VDEM

- (1) Prepare a draft, event-specific "state of emergency" declaration for the Governor. Prepare to activate the State EOC.
- (2) Coordinate with the Office of the Secretary of Commerce and Trade, DSS, and DMME in order to be prepared to assume primary public information duties once an emergency has been declared. Prepare draft news releases and an event-

specific distribution list. Begin to post need-to-know information on the VDEM web site. (See the Petroleum Products and Coal Energy Emergency Handbook.)

- (3) Coordinate issuance of exemptions to vehicle weight and driver hour limits with VDOT, the State Police, and federal government agencies.
- (4) Prepare to activate the State Petroleum Set Aside Program.
- (5) Identify an event-specific advisory group. Assure that all members are available 24-hours-a-day throughout the pre-emergency and emergency phases. Provide for administrative staff support as needed.
- (6) Keep members of the advisory group and other key players, such as DMME, the Office of the Secretary of Commerce and Trade and the State EOC, informed through conference calls and other means as appropriate.

4. **Emergency Phase**

A "state of emergency" declaration is issued by the Governor. The State EOC is fully operational. Voluntary conservation measures may be expanded and mandatory ones implemented through an Executive Order from the Governor.

a. DMME

- (1) Continue the monitoring of petroleum prices, storage levels, transportation, and consumption patterns through contact with petroleum product trade associations and the State Corporation Commission (SCC). Continue to receive from petroleum product trade associations and communicate to the VDEM requests for exemptions to vehicle weight and driver hour limits.
- (2) Continue formal communications with the U.S. Department of Energy and counterpart energy emergency agencies in contiguous or regional states.
- (3) Continue to evaluate the state of readiness of petroleum suppliers and major users. Monitor critical data pertaining to energy needs of hospitals, local public safety agencies, major transportation providers, etc. through contact with petroleum product trade associations.
- (4) In coordination with the Office of the Secretary of Commerce and Trade, the SCC, and DSS, assist the State EOC with the preparation of an official daily situation report to the Governor. Copies will be provided by the EOC to other interested parties, to include the U.S. Department of Energy and the Federal Emergency Management Agency (FEMA).

- (5) Assist the State EOC with providing guidance for additional voluntary, and the beginning of mandatory, conservation measures. Such guidance will be pre-scripted in the Petroleum Products and Coal Energy Emergency Handbook.
- (6) Continue to make recommendations as needed, in coordination with the Office of Secretary of Commerce and Trade.
- (7) Provide available information to key players through conference calls and other means as appropriate.

b. VDEM

- (1) Submit and obtain approval of the event-specific "state of emergency" declaration from the Governor. Activate the State EOC.
- (2) Continue to coordinate issuance of exemptions to vehicle weight and driver hour limits with VDOT, the State Police, and federal government agencies.
- (3) Assume primary public information duties from DMME. As approved by the Office of the Secretary of Commerce and Trade and with assistance from DSS and DMME, prepare and send out energy conservation directives from the Governor's Office. Coordinate the requests for conservation measures with the federal government and other affected states based on federal directives or guidance and the corresponding activities of the other affected states. Provide news releases as needed and, if necessary, establish an information hotline. Continue to post the daily situation report and other need-to-know information on the VDEM web site.
- (4) Coordinate with the Department of Social Services, the Virginia Department of Transportation, the Virginia State Police, the State Corporation Commission, the Department of Agriculture and Consumer Services, and other state agencies as needed to evaluate and implement conservation measures.
- (5) In accordance with established procedures for all emergency declarations, receive a daily situation report from each local EOC advising the State EOC of any local problems and official requests for assistance. In the event of a home heating oil shortage, local EOCs, in coordination with their local office of the Department of Social Services, must include information about persons needing assistance.
- (6) Coordinate with each local EOC to implement conservation measures and to assist with the provision of individual assistance as needed.
- (7) Activate the State Individual Assistance (SIA) program in coordination with the Department of Social Services, the State Disaster Recovery Task Force, and the American Red Cross. Identify critical individual and family needs resulting from the energy emergency and coordinate the provision of assistance, preferably at the

local level. Establish an official point-of-contact with whom all state and local SIA agencies will coordinate in each local EOC.

- (8) If necessary, activate the Petroleum Set Aside Program (See Tab C).
- (9) If appropriate, request that the President issue a directive to draw down the U.S. Strategic Petroleum Reserve.

c. State Corporation Commission (SCC)

- (1) Communicate with pipeline companies, other states, and Federal emergency agencies regarding product disruptions resulting from pipeline distribution system failures.
- (2) Provide information on the nature and severity of the disruption and assist VDEM and DMME in providing response recommendations.
- (3) Assist VDEM with information for the Governor's office regarding details of the emergency.

d. Department of Social Services (DSS)

- (1) Assist with the organization and activities of each local Disaster Recovery Task Force.
- (2) In the event of a home heating oil shortage emergency, each local DSS office will gather reports from families and individuals needing assistance. Submit need-to-know information to the local EOC, which will in turn submit it to the State EOC. Also provide a copy of this information to the DSS Commissioner's Office in Richmond.
- (3) Assist the DEM with development and dissemination of conservation directives.

e. Localities

- (1) Notify the Department of Social Services when their citizens are unable to purchase fuel oil because of lack of funds.
- (2) Request assistance from the Department of Emergency Management.
- (3) Provide assistance to affected individuals and organizations. Implement stopgap measures (such as opening emergency shelters) in order to provide essential services. Conduct preliminary damage assessment surveys.
- (4) Coordinate the implementation of state voluntary and mandatory conservation and emergency management programs within their jurisdictions.

5. **Post-Emergency Phase**

The "state of emergency" declaration is no longer in effect. The petroleum based product shortage no longer constitutes a threat to public health and safety. Most conditions have returned to normal or have been stabilized.

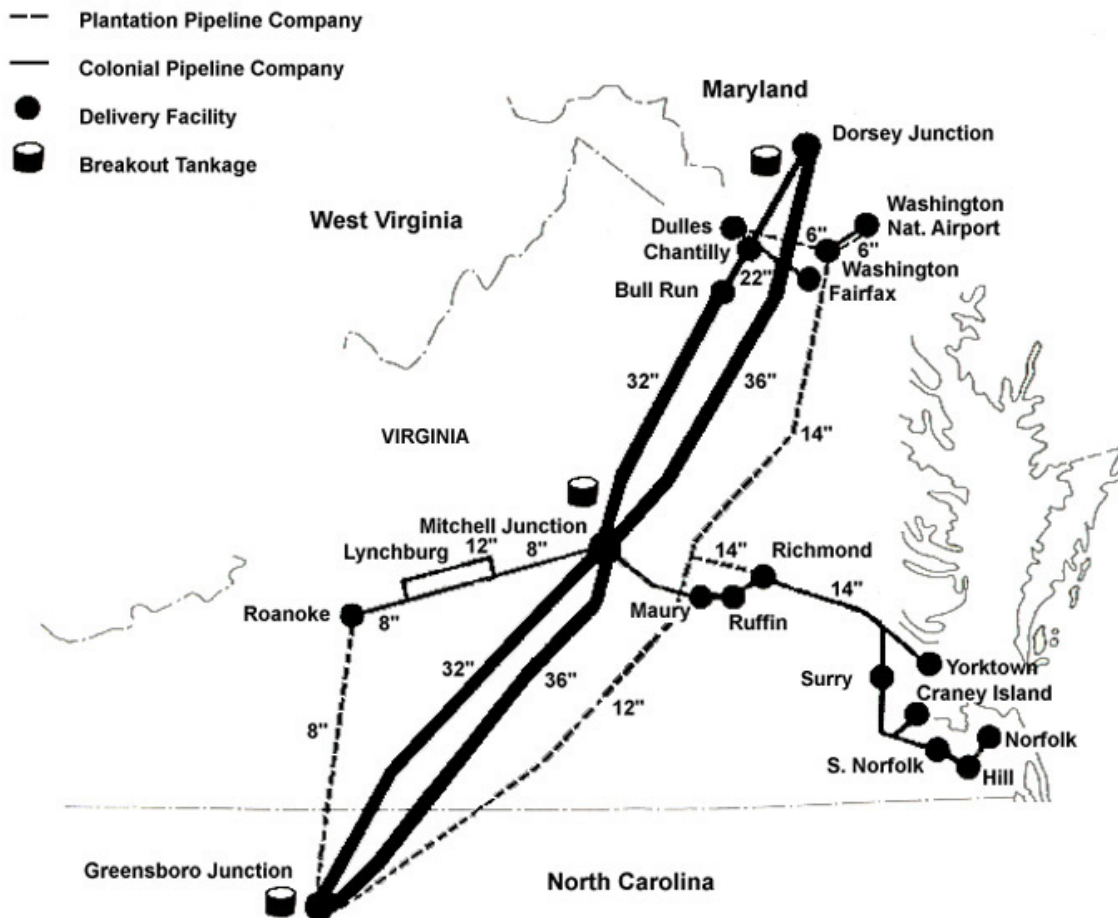
a. DMME

- (1) Request and receive an after action report from all key organization participants.
- (2) With VDEM, prepare and submit an after action report to the Office of the Secretary of Commerce and Trade.
- (3) Assist VDEM, if necessary, with a special post-event meeting to direct needed corrective actions and improvements to plans and procedures based on lessons-learned.
- (4) Return to the readiness phase. Revise plans and procedures as needed.

c. VDEM

- (1) Prepare and submit an after action report to the Secretary of Public Safety.
- (2) Prepare a separate internal after action report to capture lessons learned about State EOC operations. Include input from localities about the state-local interface.
- (3) Conduct, if necessary, a special post-event meeting to direct needed corrective actions and improvements to plans and procedures based on lessons-learned.
- (5) After a return to normal, coordinate with DMME to update the State EOP/Commonwealth Energy Emergency Plan.

Annex H, Attachment 3, Tab A
MAP OF MAJOR PETROLEUM PRODUCT PIPELINES



Source:

- Colonial Pipeline Company and Plantation Pipeline Company

Annex H, Attachment 3, Tab B
MONITORING PROCEDURES

In the event that a shortage of any fuel appears possible in the near future, the Department of Mines, Minerals and Energy (DMME) will institute monitoring activities for petroleum products, primarily gasoline and other distillate fuel. DMME in conjunction with the State EOC will:

- A. Establish regular telephone communications with Virginia's petroleum product trade associations. The object of these contacts will be to receive advance notice of jobber and dealer difficulties in obtaining supplies.
- B. Establish contact with SCC in order to receive and share information regarding interstate pipeline distribution system disruptions and emergencies. The SCC will communicate with officials of the Colonial and Plantation Pipeline Companies on situations where actual or prospective failures may impact established delivery schedules and allocations of pipeline space.
- D. Analyze the petroleum supply situation and brief the Coordinator of Emergency Management whenever a significant change appears to have occurred.
- E. Contact the major oil companies through the Virginia Petroleum Council and request their cooperation and assistance in bringing additional fuel into the state as needed.
- F. Keep utilities informed through the SCC of developments in the situation to facilitate provisions for assistance from them.
- G. Keep abreast of the principal transportation bottlenecks reported by the oil companies and jobbers.

Note: For additional information, reference the Petroleum Products and Coal Energy Emergency Handbook.

Annex H, Attachment 3, Tab C
PETROLEUM PRODUCTS SET ASIDE PROGRAM

Under Virginia's Set-Aside Program, four petroleum products will be set aside by major oil companies upon direction of the State EOC: gasoline, kerosene, diesel, and No. 2 heating oil.

The procedures will be activated in the event that a petroleum products shortage results in a reduction in supply of ten percent or more, either in an area of the Commonwealth or in the Commonwealth as a whole. The State EOC would direct the major oil companies to hold in reserve a small percentage (one to three percent) of their total supply of petroleum products for Virginia during the shortage months. The State EOC would then determine the volumes of releases and the manner of distribution depending upon the severity of the shortage and the extent of the shortage geographically.

Annex H, Attachment 4
**VIRGINIA ENERGY EMERGENCY PLAN
FOR
SOLID FUELS (COAL)**

MISSION

(1) To provide for the citizens of the Commonwealth in a reasonable and responsible manner when disaster strikes and solid fuel supply systems suddenly fail resulting in a threat to health and safety; (2) to be capable of immediate collaboration with energy providers to help restore supply and distribution systems as soon as possible, and (3) to cooperate with the federal government to recommend, encourage, and, under extreme conditions, mandate appropriate measures until market forces can reestablish a working balance between supply and demand, maintain the economic viability of the state and provide for the health, safety, and well-being of its citizens.

ORGANIZATION

The Department of Mines, Minerals and Energy (DMME) serves as the commodity manager for coal. Procedures will be established to receive information from coal users about potential or actual coal shortages in a timely manner, and in coordination with the State EOC, to rapidly cope with these shortages. Coordination will be effected with federal and other state agencies, manufacturer, utility, transportation and coal trade associations or companies, and the State Corporation Commission to identify developing coal supply or distribution problems. DMME will make recommendations to the State EOC who will work closely with other state agencies and commodity managers which have coal-related responsibilities keeping them advised of potential or actual coal shortages. Prior to making decisions or recommending specific courses of action regarding coal, the impact and consequences on other energy resources should be considered. The State EOC will keep the Governor, through the Secretaries of Commerce and Trade and Public Safety, informed of impending shortages and will make recommendations with respect to emergency measures.

Depending on the nature of the energy emergency, selected representatives from the private sector will be invited to serve in an advisory capacity in areas where their particular expertise applies.

CONCEPT OF OPERATIONS

- A. Virginia produces about 33 million tons of coal annually or approximately three percent of the nation's total. The majority of Virginia coal is transported by rail with a lesser amount transported by truck. Coal is primarily used in electric power generation, coke manufacture, and industrial process uses, or is exported.

- B. Most Virginia electric generating utilities and some independent power producers use coal. These plants normally stockpile between 60-90 days of coal supplies. A shortage of coal will result in the need to implement electric power conservation programs initially and more stringent control measures later as coal stocks are reduced. See the Virginia Energy Emergency Plan for Electricity, Attachment 1.
- C. There are a number of coal-burning industries in Virginia. Individual industrial companies normally stockpile about a 30-day supply of coal. A prolonged coal supply or railroad disruption would rapidly deplete available coal stocks and potentially result in increased unemployment. This could also result in an increased reliance on liquid fuels and transport by truck, which could lead to increased energy cost.
- D. A number of low-income citizens rely on coal for home heating and cooking purposes; and in many instances, supplies are purchased to meet requirements on a regular basis. Coal dealers and retailers who supply lump coal for home use stock limited amounts. A lengthy rail or coal supply disruption or a prolonged period of extreme cold weather could deplete coal supply for home use and result in cold homes and frozen plumbing among low-income families. Relief organizations at the local level, under centralized direction, would need to assist needy families.
- E. In the event of a local emergency arising out of a coal shortage, a local governing body may petition the Governor to declare a local emergency to exist in their political subdivision. Local governments, working with coal dealers, can influence the distribution of available coal supplies to needy families through fuel assistance programs.
- F. If coal shortages are likely to occur, DMME, in cooperation with the State EOC, will coordinate with industry and utility representatives and the State Corporation Commission to recommend how best to resolve any shortages of coal.
- G. Tasks

- 1. Department of Mines, Minerals and Energy (DMME)

During periods of potential or actual coal shortages, DMME will:

- a. Receive and review reports submitted by the State Corporation Commission, major industries which use coal, coal dealers, and local government regarding impending coal shortages.
- b. Keep the State EOC and state agencies informed as necessary about the status of coal in the state when potential or actual shortages exist.
- c. Keep information resources available so the public may be fully informed on matters pertaining to a coal shortage.

- 2. Department of Emergency Management (VDEM)

- a. Staff and operate the State EOC to implement conservation measures, emergency rationing or allocation of coal supplies, or other control measures as needed in the event of a coal shortage.
 - b. Coordinate with DMME to maintain the solid fuel (coal) part of the State EOP.
- 3. State Corporation Commission (SCC)

When coal shortages are imminent, the State Corporation Commission will:

- a. Keep DMME and the State EOC informed on the status of coal supplies held by electric utilities serving the state.
 - b. Implement measures under the Virginia Energy Emergency Plan for Electricity, Attachment 1, that affect coal consumption at electrical power plants.
 - c. Coordinate actions affecting coal with DMME and the State EOC.
- 4. Local Governments
 - a. Include measures dealing with a coal shortage in their energy plan.
 - b. Notify DMME and the State EOC when their citizens are unable to obtain coal from local dealers.
 - c. Notify the Department of Social Services when their citizens are unable to purchase coal because of a lack of funds.
 - d. Request all other assistance relating to coal shortages from the State EOC.
 - e. Be prepared to provide mass care in heated buildings for citizens who are temporarily without home heating fuels.
 - f. Coordinate the implementation of state voluntary and mandatory conservation and emergency management programs within their jurisdictions.

5. Department of Social Services

Local DSS offices will gather reports they receive from families and individuals needing assistance in response to a coal shortage or other solid fuel emergency situation where individual assistance or mass care services may be required. The local DSS offices will communicate these needs to their local EOCs and the state Department of Social Services.

6. Department of Rail and Public Transportation

- a. When rail shipments of coal are disrupted, DRPT will contact rail carriers to identify causes of the transportation problems and implement plans to provide necessary supplies to critical coal burning facilities such as utility and non-utility electric generating plants.

ACTION CHECKLIST – SOLID FUELS (COAL)

1. Readiness Phase

Plans and procedures are developed. Formal and informal communications are established by DMME with private industry and public agencies with key energy emergency roles and responsibilities so that plans can be coordinated in advance and the early indications of a potential energy shortage can be effectively communicated.

a. DMME will:

- (1) Develop contact listings of manufacturer, transportation and coal trade associations and companies who are aware of normal storage capacities and distribution systems.
- (2) Maintain liaison with the U. S. Department of Energy (DOE).
- (3) Maintain, in coordination with VDEM, the solid fuel (coal) part of the State EOP.

2. Verification Phase

A potential energy shortage situation has been identified and its potential impact must be evaluated.

a. DMME:

- (1) Implement monitoring activities through contact with appropriate trade associations, the SCC and industry representatives.
- (2) Notify agencies that have tasking responsibilities of the potential emergency.
- (3) Advise the Secretary of Commerce and Trade and the VDEM of existing conditions and recommended emergency response actions.

3. Pre-Emergency Phase

Conditions continue to worsen requiring full-scale mitigation and preparedness activities. Preliminary steps have not prevented a shortage and emergency actions must be taken.

a. VDEM:

- (1) Coordinate the implementation of voluntary or mandatory conservation measures or other emergency response actions as approved by the Governor. Mandatory actions will be implemented only when the Governor has declared a state of emergency to exist as a result of a resource shortage.

- (2) Work closely with the DMME, the State Corporation Commission, the Department of Rail and Public Transportation, other state agencies, and local governments in implementing this plan.
- (3) Seek assistance from the federal Department of Energy and other federal agencies requesting that they implement those measures within their jurisdiction that will help to ameliorate the coal shortage.
- (4) Implement a public information program to apprise the citizens of existing conditions with regard to coal shortages and seek their cooperation and support. As part of this process, energy conservation publications will be made available to the public.

4. **Emergency Phase**

Conditions worsen and shortages of coal impair ability to ensure protection of life, health, safety and property. The Governor declares a state of emergency as a result of a coal resource shortage and directs implementation of selected mandatory conservation measures in coordination with actions under the Emergency Operations Plan for Electricity. The Governor may allocate or regulate the sale, distribution, and use of all coal available within the state. Mandatory conservation measures for residential, governmental, commercial, and industrial users may also be instituted as needed.

a. **VDEM**

- (1) Submit and obtain approval of the event-specific "state of emergency" declaration from the Governor. Activate the State EOC.
- (2) Assume primary public information duties from DMME and the State Corporation Commission. As approved by the Office of the Secretary of Commerce and Trade and with assistance from the SCC and DMME, prepare and send out energy conservation directives from the Governor's Office. Provide news releases as needed and, if necessary, establish an information hotline. Continue to post the daily situation report and other need-to-know information on the VDEM web site.
- (3) Based on federal directives or guidance and the corresponding activities of other affected states, recommend voluntary and mandatory conservation measures as appropriate to the Governor's Office through the Secretary of Commerce and Trade. Reference the Petroleum Products and Coal Energy Emergency Handbook and other sources.
- (4) Coordinate with the Department of Social Services, the Virginia Department of Transportation, the Virginia State Police, the State Corporation Commission, the Department of General Services, and other state agencies as needed to evaluate and implement conservation measures.

- (5) In accordance with established procedures for all emergency declarations, receive a daily situation report from each local EOC advising the State EOC of any local problems and official requests for assistance. In the event of a home solid fuel shortage, local EOCs, in coordination with their local office of the Department of Social Services, must include information about persons needing assistance.
- (6) Coordinate with each local EOC to implement conservation measures and to assist with the provision of individual assistance as needed.

b. Localities

- (1) Notify the Department of Social Services when their citizens are unable to purchase coal because of lack of funds.
- (2) Request assistance from the Department of Emergency Management.
- (3) Provide assistance to affected individuals and organizations. Implement stopgap measures (such as opening emergency shelters) in order to provide essential services. Conduct preliminary damage assessment surveys.
- (4) Coordinate the implementation of state voluntary and mandatory conservation and emergency management programs within their jurisdictions.

5. **Post-Emergency Phase**

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored.

a. DMME

- (1) Request and receive an after action report from all key participants.
- (2) With VDEM, prepare and submit an after action report to the Offices of the Secretary of Commerce and Trade and Public Safety.
- (3) Assist VDEM, if necessary, with a special post-event meeting to direct needed corrective actions and improvements to plans and procedures based on lessons-learned.
- (4) Return to the readiness phase. Revise plans and procedures as needed.

b. VDEM

- (1) With DMME, prepare and submit an after action report to the Offices of the Secretary of Commerce and Trade and Public Safety.
- (2) Prepare a separate internal after action report to capture lessons learned about State EOC operations. Include input from localities about the state-local interface.
- (3) Conduct, if necessary, a special post-event meeting to direct needed corrective actions and improvements to plans and procedures based on lessons-learned.
- (4) After a return to normal, coordinate with DMME to update the State EOP/Commonwealth Energy Emergency Plan.

Annex H, Attachment 4, Tab A
COAL MONITORING PROCEDURES

Sources of information that would provide early warning of a potential or actual coal shortage in the Commonwealth.

A. State Corporation Commission (SCC)

During periods of threatened coal shortages, the SCC will provide the DMME with information regarding reductions in the normal coal supply of electric utilities.

B. Major Industries

Trade associations representing major coal-burning industries and independent power producers in the state will be requested to report to DMME significant reductions of their members' coal stocks and their inability to replenish their coal stocks.

C. Local Governments

The local coordinators of emergency services will be asked to develop emergency management of resources plans for their political subdivisions. Included in their plans will be a requirement to notify the DSS when their citizens are unable to obtain coal from local dealers for heating or cooking purposes.

Functional Annex I:
PUBLIC WORKS AND ENGINEERING

MISSION

To assist with State EOC response and recovery operations as appropriate. To assist local governments with (1) debris clearance; (2) the restoration of water and sewer systems, and (3) the demolition or stabilization of any damaged buildings, dams, or other structures which have become a public safety hazard due to the event. The restoration of airfields, ports, and other essential transportation-related facilities and equipment is addressed in the State EOP, Volume 7: Transportation. The restoration of electric power, fuel pipelines, and other energy-related essential services is addressed in Annex H: Energy. Water supply and wastewater treatment facilities restoration is addressed in Attachment 1.

ORGANIZATION

- A. Each of the following state agencies or departments has a major role in providing public works services to localities affected by a major disaster or emergency situation.
 - 1. Department of Emergency Management (VDEM).
 - 2. Department of General Services (DGS).
 - 3. Department of Health, Office of Water Programs (VDH, OWP).
 - 4. Department of Housing and Community Development (DHCD).
 - 5. Department of Conservation and Recreation (DCR).
 - 6. Department of Environmental Quality (DEQ).
 - 7. Department of Historic Resources (DHR).
 - 8. Department of Economic Development (DED).
- B. The Department of Emergency Management and the Department of General Services will maintain this annex, and during emergency operations, will coordinate the activities of the above agencies which will constitute the Public Works and Engineering section within the State EOC. VDEM is also responsible for Debris Management; see Attachment 2. The Department of Health, Office of Water Programs is responsible for Water Supply/Wastewater Treatment; see Attachment 1. The Department of Conservation and Recreation is responsible for Dam Safety; see Attachment 3.

- C. The U. S. Army Corps of Engineers is responsible for planning and coordinating the federal part of Public Works and Engineering (ESF 3). Assistance will be provided by other branches of the Department of Defense as needed. VDEM will provide the required interface and coordination with these federal officials.

CONCEPT OF OPERATIONS

- A. A catastrophic or major emergency will cause severe property damage. Structures will be destroyed or severely weakened. Homes, public buildings, bridges, dams, and other facilities may have to be reinforced or demolished to ensure safety. Public works facilities will be damaged and may be partially or fully inoperable. Equipment in the immediate disaster area may be damaged or inaccessible.
- B. Local resources may not be adequate to meet emergency requirements. Local governments may need assistance with damage assessments, structural evaluations, emergency repairs to essential public works facilities, the stabilizing or demolishing of structures to reduce hazards, and the provision of water for human health needs and firefighting. The Public Works and Engineering function within the State EOC (and later the federal DFO, when activated) must be able to identify and deploy significant numbers of personnel with public works, engineering, and construction skills along with construction equipment and materials from outside the affected area in order to provide these services.
- C. The State EOC will organize and deploy Needs Assessment Teams within hours of the event to any localities which have been devastated and cannot adequately assess their own critical needs. Public Works and Engineering agencies may be asked to provide qualified persons to serve on these teams and to be responsible for the Public Works and Engineering part of the assessment. See Annex A, Attachment 3.
- D. During normal operations, the State EOC is prepared to provide assistance to localities on-the-scene for such emergencies as hazardous materials incidents, oil spills, and missing aircraft searches. Emergency response teams have been organized and trained for these specific functions and an appropriate level of readiness is maintained. This same concept may also be used immediately following a major disaster for other functions. Emergency response teams may be needed for the following public works related functions. Time permitting, they can be organized and readied for deployment during the Increased Readiness or crisis buildup period. The task for developing such teams should be assigned in advance. Resource listings of professional engineers, contractors, and equipment should be maintained as needed.
 - 1. Restoration of water supply systems.
 - 2. Provision of water for firefighting.
 - 3. Emergency demolition or stabilization of buildings.

4. Emergency demolition or stabilization of dams.
 5. Contract services for the repair of public works facilities.
- E. The Departments of General Services, Housing and Community Development, Conservation and Recreation, Health (Office of Water Programs), and Environmental Quality will provide the following water-related services as appropriate. They will perform tasks as requested by the State EOC and under their own initiative and authorities as applicable.
1. Support Damage Assessment and Needs Assessment surveys in the disaster area as requested by the State EOC.
 2. Direct and coordinate all water and sewer mitigation, response, and recovery strategies leading up to, during, and following a disaster situation.
 3. Identify and address essential water needs (potable water.) (Also see Annex N: Resource Support.)
 4. Implement appropriate measures regarding the efficient utilization and distribution of limited water resources (conservation measures).
 5. Provide guidelines for the restoration and operation of water and sewage treatment facilities.
 6. Maintain and enforce regulatory standards for the treatment and disposal of waste, as necessary.
 7. Assess and restore flood protection and control facilities.
 8. Protect public safety in the event of an impending dam failure. (See Attachment 3.)
- F. The Departments of General Services, Housing and Community Development, Health, and Historic Resources will provide the following construction-related services as appropriate. They, too, will perform tasks as requested by the State EOC and under their own initiative and authorities as applicable.
1. Provide technical assistance in the identification, evaluation, stabilization, rehabilitation, and/or demolition of buildings and facilities.
 2. Assess and develop strategies to protect, stabilize, and restore buildings and facilities of historic significance.
 3. Assist in the management and coordination of emergency contracting services.

4. Ensure that all construction and redevelopment complies with the appropriate building codes, zoning and land use regulations, as well as local and regional comprehensive plans.
 5. Assess existing building codes and standards and recommend revisions to mitigate future damage.
 6. Develop procedures to effectively license and monitor the work of building contractors. Many are likely to come to the disaster area to provide their services as a part of the recovery effort.
 7. Develop procedures to effectively assist localities to process the large number of building permits which may be required.
- G. The Department of Economic Development will identify, request, and coordinate available economic aid to assist localities to rebuild their public works infrastructure.
- H. Professional engineering, architectural, and preservation organizations may also be available to assist. Their expertise and knowledge of treatment plants, roads, bridges, pipelines, dams, airports, reservoirs, buildings, etc. would be invaluable in augmenting government recovery efforts in a timely matter. Memorandums of understanding between local governments and private contractors to expedite such assistance in time of emergency should be developed in advance.
- I. Close coordination will be required with the U. S. Army Corps of Engineers, the coordinating federal agency. In fact, there are likely to be more federal manpower and equipment resources available for this function than state and local resources. If federal resources are to be used, prior agreements would again provide for a more timely response.
- J. Access to the disaster area will be dependent upon the re-establishment of ground routes. Debris clearance and emergency road repairs will be given top priority. The Department of General Services will develop and maintain Attachment 4: Debris Management. Resource support and assistance may be requested from other Public Works and Engineering agencies. VDOT will also have a major role; see the State EOP, Volume 7: Transportation.
- K. Agencies should continue to monitor the activities of their personnel when they have an emergency assignment. Time sheets and other administrative activities will continue to be administered by the parent agency. Accurate records must be maintained of all disaster related expenses in order to receive federal disaster aid. See Annex O: Financial Management.

ACTION CHECKLIST

1. Routine Operations

- a. Develop and maintain this annex in coordination with all primary and support agencies. Designate individuals to be responsible for: debris clearance, water and sewer systems, building structural safety, dam safety, airfields, and ports. Prepare and maintain resource listings.
- b. Designate individuals with the needed public works expertise to serve on Needs Assessment Teams and Damage Assessment Teams. See Annex A: Direction and Control. Have them participate in the ongoing VDEM training program.
- c. Designate individuals to be responsible for organizing and maintaining an emergency response team(s) for each of the following functions: debris management, water and sewer systems, building structural safety, dam safety, airfields, ports and coastline structures, and contract management.
- d. Pre-identify critical public works facilities in coordination with local governments.
- e. Encourage and assist local governments to develop mutual aid agreements with U. S. military bases, private contractors, and other potential resource providers.
- f. Develop procedures about how to effectively manage and coordinate emergency contracting services.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the state.

- a. Review plans, resource listings, and procedures. Update as needed. Review applicable codes and regulations.
- b. Establish liaison with the State EOC (Chief, Infrastructure and Support Branch), and when they arrive, with federal ESF-3 officials.
- c. When requested, provide persons with public works expertise to staff Needs Assessment Teams and Damage Assessment Teams.
- d. Identify and staff an emergency response team(s) for each of the functions listed above. Assure that personnel and equipment are operationally ready and available.

3. **Response Operations**

a. **Mobilization Phase**

Conditions continue to worsen requiring full-scale mitigation and preparedness activities.

- (1) Assemble emergency response teams and prepare for deployment. Procure needed supplies and arrange for logistical support. Designate potential staging areas.
- (2) Encourage mitigation efforts such as the movement of essential equipment to high ground and the sandbagging of public works facilities.
- (3) Begin to keep an official record of all disaster-related expenditures and continue to do so for the duration of the event.

b. **Emergency Phase**

Disaster strikes or is imminent. An emergency response is required to save lives and protect property.

- (1) Dispatch emergency response teams to the disaster area as needed and as requested by the State EOC. Maintain communications and operational control.
- (2) Review recovery procedures and resources listings. Update as needed.

c. **Emergency Relief Phase**

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) Analyze Needs Assessment and Local Situation Reports to determine the extent of damage to public works facilities and equipment in each affected locality.
- (2) Clear debris from highways and other essential facilities. See Attachment 1.
- (3) Upon request, dispatch emergency response teams to assist local governments to inspect public works facilities and to restore essential services as soon as possible.

- (4) Coordinate with federal (ESF 3) officials to provide additional federal manpower and equipment as needed to bring essential public works facilities back on line.

4. **Recovery Operations**

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

- a. Assist local governments to clear debris and to restore public works facilities and equipment. Facilitate contract arrangements. Assure the implementation of codes and regulations as required.
- b. Continue to maintain a record of all disaster-related expenditures.

Annex I, Attachment 1
WATER SUPPLY/WASTEWATER TREATMENT

MISSION

To assist local governments and public service authorities to restore drinking water and human waster disposal facilities and systems following a disaster or emergency situation. (For a drought or a water supply shortage emergency , see Attachment 2.)

ORGANIZATION

The Division of Water Supply Engineering (DWSE), Virginia Department of Health (VDH) is the primary state agency responsible for helping localities and coordinating with the State EOC in the event of a water system-related emergency. A health and medical function or coordinating office will be established within the State EOC by VDH during emergency operations.

Assistance will be provided by:

- A. Office of Emergency Medical Services, VDH.
- B. Department of Emergency Management.
- C. Department of Environmental Quality.
- D. State Corporation Commission.
- E. Division of Consolidated Laboratory Services, DGS.
- F. Department of Military Affairs (National Guard).

CONCEPT OF OPERATIONS

- A. The Office of Water Programs, VDH supervises all waterworks and water supply systems within the state to protect the public health. It issues operational permits to local water systems and establishes and enforces standards and regulations pertaining to the safety of water for human consumption. It must:
 - 1. Develop and maintain plans and procedures to assist local governments with water-related emergency operations.
 - 2. Keep the State EOC health and medical function (EMS) informed about the status of any potential or occurring water system-related problem in the state and recommend appropriate actions, such as an emergency declaration, when necessary.

3. Coordinate emergency assistance with DEQ and the health and medical function (EMS) within the State EOC.
 4. Provide the required interface with EPA and other federal agencies during emergency operations.
- B. The State Corporation Commission (SCC) certifies and regulates private water companies which serve 50 customers or more. (The certificates identify areas to be served, terms of service, prescribed rates, and provide protection against encroachment by other water companies.) It will report any deficiencies in the quality and quantity of water provided to the Office of Water Programs, VDH.
- C. The Division of Consolidated Laboratory Services, DGS, will assist by providing laboratory services to detect and identify any chemical or biological contaminants in water.
- D. Local governments have the primary duty of ensuring adequate water supplies within their jurisdiction. The local Public Works Department or water supplier will keep local government informed of any potential or occurring problems.
- E. Local governments must develop and maintain emergency response plans and procedures for water-related emergency situations. It should include provisions for repairing system failures quickly and for mandatory conservation in the event of water shortages.
- F. More specifically, the Office of Water Programs, VDH, will provide the following services.
1. Central Office staff provide response coordination and direction, including setting emergency response priorities, allocation of staff and resources, providing technical information, and coordinating through the health and medical function with other response agencies.
 2. Six Environmental Engineering Field Directors supervise and coordinate emergency response by District Engineers within their areas of responsibility.
 3. Three Divisions of Shellfish Sanitation Field Offices (Accomac, Norfolk, and Whitestone) assess impacts on the shellfish population and take action to close shellfish grounds as required.
 4. District Engineers and Assistant District Engineers are assigned to planning districts and are responsible for assisting local jurisdictions with emergency response and damage assessment.
- G. All water-related problems will be evaluated for their impact on public health. The most serious threats to public health will be corrected first. In the absence of other guidelines, the following priorities will apply:

1. First - Provision of safe drinking water.
 2. Second - Ensuring sanitary human waste disposal.
 3. Third - Maintaining general sanitation.
- H. The Office of Water Programs Central Office staff will:
1. Determine the potential impact of the disaster on water and waste water systems.
 2. Coordinate resource allocation to support damage assessment and provide technical support to local jurisdictions.
 3. Assist the State EOC in identifying and obtaining needed resources to guarantee the supply of safe drinking water and ensure sanitation.
 4. Develop strategy for assessing and managing impacts on shellfish sanitation.
- I. The Office of Water Programs Field Directors prioritize emergency operations in the disaster area based on guidelines from the Office of Water Programs. The Field Director will assign staff and resources to specific missions and coordinate with other response organizations to ensure a unified approach to the incident.
- J. Office of Water Programs District Engineers will:
1. Assess and report damage through the Field Director based on an on-site inspection.
 2. Advise local authorities on most effective means of providing emergency services and eliminating real and potential public health hazards. Serve as an engineer and technical advisor where no other such services are available.
 3. Advise local authorities on restoration of safe drinking water, municipal sewage treatment, and human waste disposal based on priorities set by the Field Director and the Office of Water Programs.
- K. Shellfish Sanitation Field Offices determine the extent of the disaster and effect on water quality relating to shellfish beds. In response to contamination in the Chesapeake Bay watershed, the Division of Shellfish Sanitation will issue emergency regulations to close shellfish grounds as required.
- L. Water outage emergencies are caused by a failure at some point(s) within the distribution system. Usually, the drinking water supply to a known service area is stopped until the facility or system break can be repaired.

- M. A failure of the sewage treatment or human waste disposal system is usually repaired before it constitutes an emergency situation. Likewise, a sewage overflow usually recedes before it becomes an emergency.
- N. Public drinking water supplies may be owned and operated by local governments singly, jointly, or by private companies. The Department of Health (VDH) has regulatory authority.
- O. When a water contamination emergency is localized, the city or county must, in coordination with state authorities (VDH and the State EOC) , take action to restrict use during the emergency period. (See Attachment 2.)
- P. Local governments must also restrict water use in a severe and widespread water outage or water contamination situation. If appropriate, the Governor may need to declare an emergency to facilitate coordinated action between state and local governments and to permit the state to provide emergency assistance to supplement local efforts.
- Q. The Division of Water Supply Engineering, VDH, maintains a listing of manufacturers and suppliers of pipe and fittings for water distribution systems and common treatment chemicals for water purification. It can also assist public works departments in obtaining these items as well as other needed supplies and equipment during emergencies.
- R. If a local water shortage or outages is logistics related, the Division of Water Supply Engineering can intervene to assist with and expedite the procurement of needed supplies, such as chlorine, pipe, or generators.

DEFINITIONS

- A. Raw Water - All water upstream of the intake point of the water treatment plant.
- B. Potable Water/Pure Water - Water fit for human consumption and use which is sanitary and normally free of minerals, organic substances, and toxic agents in excess of reasonable amounts for domestic usage in the area served and normally adequate in supply for the minimum health requirements of the persons served.
- C. Waterworks - A system that serves piped water for drinking or domestic use of (1) the public, (2) at least 15 connections, or (3) an average of 25 individuals for at least 60 days out of the year. The term waterworks shall include all structures, equipment, and appurtenances used in the storage, collection, purification, treatment, and distribution of pure water, except the piping and fixtures inside the building where such water is delivered.
- D. Community Water System - A waterworks which serves at least 15 service connections used by year-round residents or regularly serves at least 25 year-round residents.

- E. Domestic Usage - Normal family or household use, including drinking, laundering, bathing, cooking, heating, cleaning, and flushing toilets.
- F. Water Shortage - When the available water supply is not sufficient to meet anticipated demand over a period of time.
- G. Water Outage - When a part or all of the water supply to an area is halted because of some form of mechanical failure, either natural or man-made.

AUTHORITIES

- A. Federal Safe Drinking Water Act (Public Law 93-523), 1974, as amended.
- B. Code of Virginia, Title 32.1, Sections 32.1-167 through 32.1-176, Public Water Supplies, as amended.
- C. Code of Virginia, Title 15.1, Section 15.1-37.3:4, Counties, Cities and Towns, as amended.
- D. Code of Virginia, Title 44, Sections 44-146.16 through 44-146.19, Emergency Services and Disaster law of 1973, as amended.

REFERENCE

Commonwealth of Virginia, Waterworks Regulations, Public Drinking Water Supply, Virginia Department

ACTION CHECKLIST

1. Routine Operations

- a. Plan for emergency water and wastewater operations.
- b. Train personnel to quickly coordinate the repair of damages to the drinking water system.
- c. Assist local jurisdictions in mitigation and preparation activities as requested.

2. Increased Readiness

A disaster with the potential to impact water and wastewater systems is threatening the Commonwealth.

- a. Start documenting all actions.
- b. Identify key personnel for assignment to response and assessment duties.
- c. Coordinate actions with the Office of EMS.
- d. Provide technical advice as requested to local jurisdictions for the protection of their lifeline water systems.
- e. Review emergency response plans and the Office of Water Programs Manual for Response to Emergency/Disaster Situations.

3. Response Operations

a. Mobilization Phase

A significant disaster that will impact water and wastewater systems is imminent or in progress.

- (1) Alert all Office of Water Programs personnel.
- (2) Determine the potential magnitude of the disaster.
- (3) Expedite administrative procedures to allow rapid deployment of personnel when needed.
- (4) Initiate a running log of each situation with a water or wastewater system impact or concern.

b. Emergency Phase

Disaster strikes. Emergency response actions are required to save lives and protect property.

- (1) Initiate tracking of all costs and expenditures.
- (2) Coordinate activities with the Office of EMS which becomes the health and medical function within the State EOC.
- (3) Coordinate activities with other key infrastructure response agencies, including the Department of Military Affairs, State Corporation Commission, and the Water Division of the Department of Environmental Quality.
- (4) As disaster size and effect is more clearly identified, coordinate with commercial suppliers and federal resources to be prepared to augment expected local jurisdiction emergency relief efforts.

c. Emergency Relief Phase

Direct effects of the disaster are no longer impacting operations.

- (1) Assign additional staff and resources as needed to field offices within the disaster area.
- (2) Support rapid damage and needs assessment.
- (3) Issue or coordinate any permits necessary for recovery of lifeline water and wastewater services.
- (4) Assist local jurisdictions with technical advice and resource coordination to deal with water and wastewater problems.
- (5) Assist the State EOC Health and Medical staff and local jurisdictions in obtaining appropriate resources to restore services.
- (6) Assist the State EOC Health and Medical staff in the development and dissemination of public information relating to water and wastewater restoration.
- (7) Assess impact on shellfish and close beds as required.

4. **Recovery Operations**

Emergency relief measures have been successful in restoring lifeline service to an acceptable level. Short-term disaster effects are no longer significant. However, long-term problems in restoration of the infrastructure remain.

- a. As needed, plan for long-term recovery and restoration of services to pre-disaster levels.
- b. Continue to provide technical support to local jurisdictions in the recovery of facilities and services.
- c. Evaluate reopening of shellfish beds.
- d. Fully document all recovery actions.

Annex I, Attachment 2
DROUGHT MONITORING TASK FORCE

MISSION

To monitor the development of drought conditions, to prepare drought status reports to the State EOC as needed, and to provide need-to-know information to the public to ameliorate the effect of drought conditions.

ORGANIZATION

The Virginia Drought Monitoring Task Force (VDMTF) is coordinated by the Department of Environmental Quality and is made up of representatives from the following state and federal agencies:

- A. Virginia Department of Agriculture and Consumer Services (VDACS).
- B. Office of the State Climatologist, University of Virginia.
- C. Virginia Department of Emergency Management (VDEM).
- D. Virginia Department of Environmental Quality (DEQ).
- E. Virginia Department of Forestry (DOF).
- F. Virginia Department of Health (VDH).
- G. National Weather Service (NWS).
- H. U. S. Geological Survey (USGS).

The VDMTF should not be confused with the cabinet-level task force which is usually formed by the Governor to deal with emergency conditions during periods of severe drought.

CONCEPT OF OPERATIONS

- A. In monitoring drought conditions, the VDMTF will compile drought-related data and information, prepare status reports, and establish an official point of contact for news media inquiries.
- B. The task force also provides a mechanism for the exchange of information among the member agencies which enable the agencies to better respond to drought-related problems in

their respective areas of responsibilities. The VDMTF also informs the Governor's Office when conditions reach a point where action on the Governor's part is needed to minimize the adverse impact of the drought on the citizens of the state.

- C. During period of wet weather, the VDMTF remains inactive. It is activated only when there are preconditions for drought, such as significant precipitation deficits, low stream flows, high evaporative rates caused by prolonged high temperatures, widespread reports of water shortages, and other factors. The VDMTF meets on an as needed basis, but monitoring of the relevant drought indicators (precipitation, stream flow, ground water levels, Palmer Index, etc.) is being conducted on a continuing basis as part of the member agencies' normal activities. The timing of the first meeting for the year depends on how wet or dry the winter and spring seasons have been. Any member can request a meeting. Normally, when a drought-related occurrence affects a task force member's program, he or she notifies the coordinator who shares the information with the other members.
- D. The triggering factor for convening the task force is a combination of the Palmer Drought Index, moisture deficits, surface and ground water levels, and other indices. No specific targets have been established for each of the triggering parameters; but in the past, the task force has convened when the Palmer Drought Index has fallen below -3.00 at the start of summer; when precipitation remains considerably below normal for several weeks; or when there are widespread reports of water shortages caused by wells or streams drying up.
- E. The information gathered by the VDMTF is incorporated into drought status reports. Reports may be issued biweekly, monthly, or as needed, depending on the severity of the drought. Members of the task force contribute to the status report by reporting on the effects of the drought on their respective programs. The report also gives recommendations on actions that may be taken by the different sectors to minimize the impacts of drought. DEQ prepares the report and VDEM distributes it to all local governments, the news media, and other interested agencies or groups.
- F. Each member agency has some mechanism for providing technical assistance to localities in their respective areas of interest. Drought disaster assistance, such as financial and equipment loan, are coordinated by VDEM. Disaster assistance becomes available only after an emergency declaration by the Governor.

Annex I, Attachment 2, Tab A
VIRGINIA DROUGHT MONITORING TASK FORCE

List of Members (9/1999)

	<u>Phone No.</u>	<u>FAX No.</u>
Mr. Fred Vincent Dept. of Emergency Management 10501 Trade Court Richmond, VA 23236-3713	674-2420 [fvincent@vdem.state.va.us]	674-2419
Dr. Patrick J. Michaels J. Philip Stenger Dept. of Environmental Sciences University of Virginia Charlottesville, VA 22903	804/924-0549 [pjm8x@virginia.edu] [pjs2i@virginia.edu]	982-2137
Mrs. Erlinda L. Patron Dept. of Environmental Quality P. O. Box 10009 Richmond, VA 23240-0009	698-4047 [elpatron@deq.state.va.us]	698-4136
Mr. Donald Hayes U. S. Geological Survey 1730 East Parham Road Richmond, VA 23228	261-2632 [dchayes@usgs.gov]	261-2659
Mr. Roy Seward Dept. of Agriculture and Consumer Services 1100 Bank Street Richmond, VA 23219	786-3535 [rseward@vdacs.state.va.us]	371-7679
Mr. Lou Southard Dept. of Forestry P. O. Box 3758 Charlottesville, VA 22903	804/977-6555 [southardl@hq.forestry.state.va.us]	977-9839

Mr. Robert B. Taylor, P. E. Dept. of Health Office of Water Programs 1500 E. Main St., Rm. 109-31 P. O. Box 2448 Richmond, VA 23219	786-1767 [rtaylor@vdh.state.va.us]	786-5567
Mr. William Sammler Keith Lynch National Weather Service 10009 General Mahone Highway Wakefield, VA 23888	757/899-5732 [william.sammler@noaa.gov] [Keith.Lynch@noaa.gov]	899-3605
Mr. James Gardner VA Cooperative Ext. Service Virginia State University Chesterfield Avenue Petersburg, VA 23806	804/524-5465 [jrgardne@vt.edu]	524-5452
Mr. Gary F. Martel VA Dept. Of Game & Inland Fisheries P. O. Box 11104 Richmond, VA 23230-1104	804/367 0509 [gmartel@dgif.state.va.us]	367-2628
Mr. David Luckritz Farm Service Agency USDA	804/287-1577 [david.luckritz@va.usda.gov]	

Annex I, Attachment 3
DAM SAFETY

MISSION

To assist local governments to evacuate downstream inundation areas and to take other actions as needed to protect human life or property in the event of an imminent or impending dam failure or major spillway discharge.

ORGANIZATION

- A. If there is a problem at a dam, dam owners are responsible for notifying local government(s) and for recommending evacuation downstream if appropriate. Local governments are responsible for making the decision to evacuate, for effecting evacuation, and for notifying the State EOC. In a backup capacity, the State EOC will also notify affected cities and counties downstream.
- B. In accordance with the Virginia Dam Safety Act, the Virginia Soil and Water Conservation Board administers the dam safety program through the Department of Conservation and Recreation. The Department of Conservation and Recreation (DCR) also maintains this part of the State EOP.

CONCEPT OF OPERATIONS

- A. Virginia Power, Appalachian Power, the U. S. Army Corps of Engineers, the Tennessee Valley Authority, and some municipalities own and operate large dams in Virginia. Most are regulated by the Federal Energy Regulatory Commission (FERC). The Virginia Department of Conservation and Recreation regulates most other medium-to-large non-federally regulated dams in accordance with the Virginia Dam Safety Act.
- B. The owner of each dam is responsible for its safe and proper design, construction, operation, and maintenance. Owners of dams that exceed 25 feet in height, impound more than 50 acre-feet (100 acre-feet for agricultural purposes) of water, and which are not regulated by others must comply with the Virginia Dam Safety Act. Smaller dams are excluded.
- C. There are four “classes” of dams from high hazard to low. See Tab A. The owner of each Class I, II, and III dam covered by the Virginia Dam Safety Act is required to prepare an Emergency Action Plan (EAP). This plan shall include a method of notifying local authorities and notifying and warning persons downstream of the dam in the event of an impending dam failure or overtopping. A copy of each EAP must be provided to the affected local government, to the regulatory agency, and to the Virginia Department of Emergency Management (State EOC).

- D. Standards have been established for three emergency stages. See Tab A. The affected public will be routinely notified of conditions at a dam during Stage I. If conditions deteriorate to Stage II, the public in the potential inundation area downstream will be alerted for possible evacuation. If conditions deteriorate further to Stage III, local government will declare a local emergency and order an evacuation. It is recognized, of course, that a dam may collapse without warning.
- E. The Virginia Dam Safety Act covers the basic dam safety responsibility for dams in the Commonwealth. All dams are included except those which are specifically excluded (See below). The 467 dams regulated by the Act range in size to over 240 feet in height and over 50,000 acre-feet in capacity. About 100 are Class I (high hazard potential) and 110 are Class II (intermediate hazard potential). All regulated dams except Class IV (potential damage confined to the owner) require that the owner prepare an Emergency Action Plan.

Figure J-3-1

STATUS OF DAMS IN VIRGINIA	
Federally Owned Dams	
Dept. of Defense:	40
National Park Service	16
Forest Service (USDA)	11
Tennessee Valley Authority	2
Other Federal Dams:	2
Federally Licensed Dams	
Federal Energy Regulatory Commission (FERC)	43
TOTAL (Federally Owned or Licensed Dams)	114
Dams with Mining Interest	
Va. Dept. of Mines, Minerals, and Energy	19
Dams Exempt from the Act	961
Dams Under the Jurisdiction of the Virginia Dam Safety Act	467
TOTAL DAMS IN VIRGINIA	1,561

- F. Most large dams that are excluded from the requirements of the Virginia Dam Safety Act, due to licensing or ownership, are regulated by their respective federal agency (Corps of Engineers, other Dept. of Defense agencies, Forest Service, National Park Service, etc.).

Some are regulated by the Virginia Department of Mines, Minerals, and Energy. The operators of large hydroelectric dams and others licensed by the Federal Energy Regulatory Commission (FERC) are also required to prepare and implement EAPs. Localities must be prepared to evacuate persons downstream from these dams as well as for those under the jurisdiction of the Virginia Dam Safety Act. When FERC schedules dam emergency response exercises and drills, localities are expected to participate.

- G. Each city and county is required to develop and maintain a local Emergency Operations Plan (EOP) which identifies any federal or state regulated dams in their jurisdiction and which sets forth procedures for the evacuation of persons downstream. Each dam EAP will identify the inundation area and persons to be evacuated.
- H. The possibility of a dam failure without warning is very remote for a large reinforced concrete gravity type dam. Any unsafe condition would normally be detected early and appropriate actions would be taken. If any possibility of dam failure is indicated or if a controlled release from the spillway should be required, the dam owner/operator will notify local government and the State EOC immediately. The failure of smaller rock-fill or earthen type dams, which might result from heavy flooding and/or erosion, is more likely and could occur with little or no advance warning. Such dams should be closely monitored by dam owners and by local officials during and immediately following periods of heavy rain.

AUTHORITIES AND REFERENCES

- A. Virginia Dam Safety Act of 1982 (Article 2, Chapter 6, Title 10), Code of Virginia.
- B. Virginia Soil and Water Conservation Board, Regulation VR 625-01-00, Impounding Structure Regulation, February 1, 1989.
- C. "Virginia State Directory of Dams," Commonwealth of Virginia, Department of Conservation and Recreation, October 1991.

Annex I, Attachment 3, Tab A
DAM CLASSIFICATIONS AND EMERGENCY STAGES

DAM CLASSIFICATIONS

Dams that exceed 25 feet in height and impound more than 50 acre-feet (100 acre-feet for agricultural) must be classified as to the degree of hazard potential they impose should the structure fail.

- A. Class I (High Hazard) - Probable loss of life; excessive economic loss.
- B. Class II (Moderate Hazard) - Possible loss of life; appreciable economic loss.
- C. Class III (Low Hazard) - No loss of life expected; minimal economic loss.
- D. Class IV (Low Hazard) - No loss of life expected; no economic loss to others.

EMERGENCY STAGES

When abnormal conditions impact on a dam, such as flooding or minor damage to the dam, the dam owner should initiate specific actions that will result in increased readiness to respond to a potential dam failure. The following stages identify actions which may be appropriate and available response times.

- A. Stage I - Slowly developing conditions; five days or more may be available for response. Owner should increase frequency of observations and take appropriate readiness actions.
- B. Stage II - Rapidly developing conditions; overtopping is possible. One to five days may be available for response. Increase readiness measures. Notify local Coordinator of conditions and keep him informed.
- C. Stage III - Failure has occurred, is imminent, or already in flood condition; overtopping is probable. Only minutes may be available for response. Evacuation recommended.

Annex I, Attachment 4
DEBRIS MANAGEMENT

MISSION

To facilitate and coordinate the removal, collection, and disposal of debris following a disaster in order to mitigate against any potential threat to the health, safety, and welfare of the impacted citizens, expedite recovery efforts in the impacted area, and address any threat of significant damage to improved public or private property.

ORGANIZATION

Debris removal is a function of the Public Works and Engineering Support function. VDOT, DGS, and VDEM are the primary state coordinating agencies and will work in conjunction with designated support agencies, utility companies, waste management firms, and trucking companies, to facilitate the debris clearance, collection, reduction, and disposal needs of state and local governments following a disaster.

CONCEPT OF OPERATIONS

- A. All state departments and agencies with authority over state-owned property will remove debris from that property. Local governments will remove debris from their property plus any debris on private property when in the interest of public safety.
- B. Due to the limited quantity of resources and service commitments of state agencies and local governments, the state and its political subdivisions will be relying heavily on private contractors to fulfill the mission of debris removal, collection, and disposal. Utilizing private contractors instead of government workers in debris removal activities has a number of benefits. It shifts the burden of conducting the work from state and local government entities to the private sector, freeing up government personnel to devote more time to their regularly assigned duties. Private contracting also stimulates local, regional, and state economies impacted by the storm, as well as maximizes state and local governments level of assistance from the federal government. Private contracting allows the state and its political subdivisions to more closely tailor their contract services to their specific needs. The entire process (e.g. clearance, collection, transporting, reduction, and disposal, etc.) or segments of the process can be contracted out.
- C. VDEM and DGS will assist with debris removal operations for state agencies and also provide assistance to local governments when requested. Local governments will be responsible for removing debris from property under their own authority, as well as from private property when it is deemed in the public interest.

D. The Department of General Services will develop and maintain a list of approved contractors who have the capability to provide debris removal, collection, and disposal in a cost effective, expeditious, and environmentally sound manner following a disaster. The listing will categorize contractors by their capabilities and service area to facilitate their identification by state agencies and local governments, as well as ensure their effective utilization and prompt deployment following the disaster.

1. Contracts and Cooperative Agreements

- a. Model contracts with a menu of services and generic scopes of work will be developed prior to the disaster to allow state agencies and local jurisdictions to more closely tailor their contracts to their needs, as well as expedite the implementation of them in a prompt and effective manner.
- b. Every state agency and political subdivision will be responsible for managing the debris contract from project inception to completion unless the government entities involved are incapable of carrying out this responsibility due to the lack of adequate resources. In these circumstances, other state and federal agencies will be identified to assume the responsibility of managing the debris contract. Managing the debris contract would include such things as monitoring of performance, contract modifications, inspections, acceptance, payment, and closing out of activities.
- c. State agencies are encouraged to enter into cooperative agreements with other state agencies and local governments to maximize the utilization of public assets. The development of such agreements must comply with the guidelines established in their agency procurement manual. All state agencies and local governments who wish to participate in such agreements should be pre-identified prior to the agreement being developed and implemented.

2. Site Selection

Debris storage and reduction sites will be identified and evaluated by interagency site selections teams comprised of a multi-disciplinary staff who are familiar with the area. A listing of appropriate local, state and federal contacts will be developed by the appropriate agencies to expedite the formation of the interagency, multi-disciplinary site selection teams. Site selection criteria will be developed into a checklist format for use by these teams to facilitate identification and assessment of potential sites. Criteria will include such factors of ownership of property, size of parcel, surrounding land uses and environmental conditions, and transportation facilities that serve the site.

3. Debris Removal Priorities

The debris removal process must be initiated promptly and conducted in an orderly, effective manner in order to protect public health and safety following a major or catastrophic disaster. To achieve this objective, the first priority will be to clear debris

from key roads in order to provide access for emergency vehicles and resources into the impacted area. The need and demand for critical services will be increased significantly following a disaster. Therefore, the second priority that debris removal resources will be assigned is providing access to critical facilities pre-identified by state and local governments. The third priority for the debris removal teams to address will be the elimination of debris related threats to public health and safety. This will include such things as the repair, demolition, or barricading of heavily damaged and structurally unstable buildings, systems, or facilities that pose a danger to the public. Any actions taken to mitigate or eliminate the threat to the public health and safety must be closely coordinated with the owner or responsible party. If access to the area can be controlled, the necessary action can be deferred.

4. Debris Classification

To facilitate the disposal process, debris will be segregated by type. It is recommended that the categories of debris established for recovery operations will be standardized. The state will adapt the categories established for recovery operations by the Corps of Engineers following Hurricane Andrew (See Tab A). Modifications to these categories can be made as needed. Hazardous and toxic materials/contaminated soils, and debris generated by the event will be handled in accordance with federal, state, and local regulations.

TASK ASSIGNMENTS

A. Department of General Services (DGS)

1. Assist with contracting for the removal of debris from state owned property.
2. Develop and maintain a list of contractors who provide debris removal, collection, reduction, and disposal services.
3. Develop model contracts and generic scopes of work to assist state agencies and local jurisdictions in the development and implementation of their debris removal contracts.
4. Assist state agencies and local governments in developing cooperative agreements for debris removal.

B. Department of Environmental Quality (DEQ)

1. Provide technical assistance to state agencies, local jurisdictions, and private contractors regarding environmental issues that will arise during the debris removal, storage, reduction, and disposal process.
2. Assist state agencies and local governments in the selection, establishment, management, and closure of debris storage and reduction sites.

3. Expedite the permit process to accomplish the task at hand in an effective, timely, and efficient manner.

C. Department of Emergency Management (VDEM)

1. Establish and coordinate the debris assessment and removal process following a disaster.
2. Develop a list of potential local, state, and federal contacts who may serve on the interagency, multi-disciplinary debris storage and reduction site selection teams.
3. Coordinate with the appropriate regulatory agencies regarding the potential issues that may arise during disaster response and recovery and their possible resolution.
4. Assist state agencies and local governments in the preparation and submission of federal disaster assistance applications.

D. Virginia Department of Transportation (VDOT)

1. Coordinate the removal of debris from all state transportation facilities (e.g. highways, bridges, tunnels etc.), in an environmentally sound manner, utilizing public resources as well as private contractors.
2. Develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish task.
3. Pre-identify critical routes throughout the state, in cooperation with local governments.

E. Department of Forestry (DOF)

1. Coordinate the removal of debris from all state forest facilities (e.g. hiking trails, campsites, fire breaks etc.) in an environmentally sound manner, utilizing public and private resources.
2. Develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish task.

F. Department of Conservation and Recreation (DCR)

1. Coordinate the removal of debris from all state park and recreation facilities (e.g. hiking trails, campsites, fire breaks etc.) in an environmentally sound manner, utilizing public and private resources.
2. Develop and maintain the necessary plans, standard operating procedures, mutual aid agreements, and model contracts to successfully accomplish task.

G. All Other Support Agencies

1. Provide support within their capabilities to debris removal mission under ESF-3 as needed.
2. Develop plans, procedures, and resources to successfully fulfill anticipated support role.

ACTION CHECKLIST

1. Routine Operations

- a. Develop statewide resource list of contractors who can assist state and local governments in all phases of debris management.
- b. Develop model contracts with generic scopes of work for state agencies and local governments to expedite the implementation of their debris management strategies.
- c. Encourage state agencies to develop mutual aid agreements with other state agencies and local governments, as appropriate, following guidelines established in agency procurement manual.
- d. Encourage state agencies and local governments to pre-designate potential debris storage sites for the type and quantity of debris anticipated following a catastrophic event.
- e. Pre-identify critical routes throughout the state in cooperation with local governments.
- f. Develop site selection criteria checklists to assist state and local governments in identifying potential debris storage sites.
- g. Identify and address potential legal, environmental, and health issues that may be generated during all stages of the debris removal process.
- h. Identify and coordinate with appropriate regulatory agencies regarding potential regulatory issues and emergency response needs.
- i. Develop the necessary right-of-entry and hold harmless agreements indemnifying all levels of government against any potential claims.
- j. Establish debris assessment process to define scope of problem.
- k. Develop and coordinate pre-scripted announcements with Public Information Office regarding debris removal process, collection times, storage sites, use of private contractors, environmental and health issues etc.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the state.

- a. Review and update plans, standard operating procedures, generic contracts, and checklists relating to debris removal, storage, reduction, and disposal process.

- b. Alert state agencies that have debris removal responsibilities ensuring that personnel, facilities, and equipment are ready and available for emergency use.
- c. Relocate personnel and resources out of harms way and stage in areas where they can be effectively mobilized.
- d. Review potential local, regional, and debris storage sites that may be used in the response and recovery phases in the context of the impending threat.
- e. Review resource listing of private contractors who may assist in debris removal process. Make necessary arrangements to ensure their availability in the event of the disaster.

3. **Response Operations**

Activate debris management plan.

- a. Begin documenting costs.
- b. Coordinate and track resources (public, private).
- c. Establish priorities regarding allocation and use of available resources.
- d. Identify and establish debris storage and disposal sites.
- e. Address any legal, environmental, and health issues relating to the debris removal process.
- f. Continue to keep public informed through PIO.

4. **Recovery Operations**

- a. Continue to collect, store, reduce, and dispose of debris generated from event in a cost-effective and environmentally responsible manner.
- b. Continue to document costs.
- c. Upon completion of debris removal mission, close out debris storage and reduction sites by developing and implementing the necessary site remediation and restoration actions.
- d. Perform necessary audits of operation and submit claim for federal assistance.

Annex I, Attachment 4, Tab A
DEBRIS CLASSIFICATIONS*

- A. Burnable materials: Burnable materials will be of two types with separate burn locations.
1. Burnable Debris: Burnable debris includes, but is not limited to, damaged and disturbed trees; bushes and shrubs; broken, partially broken and severed tree limbs and bushes. Burnable debris consists predominately of trees and vegetation. Burnable debris does not include garbage, construction and demolition material debris.
 2. Burnable Construction Debris: Burnable construction and demolition debris consist of non-creosote structural timber, wood products, and other materials designated by the coordinating agency representative.
- B. Non-Burnable Debris: Non-burnable construction and demolition debris include, but is not limited to, creosote timber, plastic, glass, rubber and metal products, sheet rock, roofing shingles, carpet, tires, and other materials as may be designated by the coordinating agency. Garbage will be considered non-burnable debris.
- C. Stumps: Stumps will be considered tree remnants exceeding 24 inches in diameter; but no taller than 18 inches above grade, to include the stump ball. Any questionable stumps shall be referred to the designated coordinating agency representative for determination of its disposition.
4. Ineligible Debris: Ineligible debris to remain in place includes, but is not limited to, chemicals, petroleum products, paint products, asbestos, and power transformers.

Any material which is found to be classed as hazardous or toxic waste (HTW) shall be reported immediately to the designated coordinating agency representative. At the coordinating agency representative's direction, this material shall be segregated from the remaining debris in such a fashion as to allow the remaining debris to be loaded and transported. Standing broken utility poles; damaged and downed utility poles and appurtenances; transformers and other electrical material will be reported to coordinating agency. Emergency workers shall exercise due caution with existing overhead, underground utilities and above ground appurtenances, and advise the appropriate authorities of any situation that poses a health or safety risk to workers on site or to the general population.

* Note: These debris classifications were developed and used by the U. S. Army Corps of Engineers during the Hurricane Andrew recovery.

Functional Annex J:
MILITARY SUPPORT

This annex is divided into two parts: Attachment 1 - State Military Support, and Attachment 2 - Federal Military Support.

Annex J, Attachment 1
STATE MILITARY SUPPORT

MISSION

The Department of Military Affairs will plan for, coordinate, and control military assistance to civil authorities in accordance with regulations (see References).

ORGANIZATION

- A. The Department of Military Affairs (DMA) will determine the resources necessary to support emergency requests, organize a task force or task forces that are best capable of accomplishing the support mission, and order the necessary units to the area of operations. Command and control will remain within military channels.
- B. For emergency military support to civil authorities, the state has been divided into two major sub-areas with a principal National Guard unit designated as the sub-area command (SAC) (See Tab 1). For civil disturbances, the SAC may or may not be used.
- C. The DMA Command Center is located at 600 East Broad Street, Richmond, Virginia. A duty officer is always available through the State Emergency Operations Center (EOC) toll free number: 1-800-468-8892.

CONCEPT OF OPERATIONS

- A. The primary responsibility for disaster relief will be with local and/or state government and those federal agencies designated by statute. When the situation is so severe and widespread that effective response and support is beyond the capacity of local and state government and all civil resources have been exhausted, National Guard assistance may be provided.
- B. A second requirement is that National Guard support will be furnished only if it is not in competition with private enterprise or the civilian labor force; therefore, the required resources must not be available from commercial sources when National Guard assets are used.
- C. The following is a list of types of assistance the DMA could provide: back-up communications, transportation (air and ground), emergency feeding, area security, emergency equipment, medical care and water supply, search and rescue, radiological monitoring and reporting, decontamination assistance, limited fire fighting assistance, initial damage assessment, and engineering support.

- D. To activate the National Guard and the Virginia Defense Force (VDF), the Governor must sign an executive order, putting the Guard and VDF on state active duty. All requests for DMA assistance will be coordinated through the State EOC.
- E. The DMA will support state agencies in emergency operations by allocating available resources to "mission-type" requests submitted to the National Guard Command Center from the State EOC. Military commanders will retain the authority to determine necessity, amount, types, and duration of support to be rendered.
- F. When a local government wishes to request National Guard assistance, it usually declares a local emergency and notifies the State EOC/Governor that adequate response is beyond the capability of local government.
- G. Local National Guard or VDF units will not respond to requests for assistance from local officials except to save human life, prevent extreme human suffering, or to prevent great damage to or destruction of property. Therefore, unless a request submitted to a local National Guard or VDF unit is a life or death situation, that local unit will refer such requests to the State EOC. The State EOC will then determine if DMA should respond or if another agency could better accomplish the task. After the National Guard is committed to a mission, the responding National Guard unit will be authorized to coordinate directly with the local officials to accomplish the objectives.
- H. Additional missions or changes in scope to approved missions must be requested through the State EOC.
- I. A liaison team from DMA will be furnished to the State EOC on request of the State Coordinator of Emergency Management.
- J. A liaison team from the Sub-area Command will be provided to VDEM Regional Field Offices on request of the State Coordinator of Emergency Management.

REFERENCES

- A. National Guard Regulation 500-1.
- B. Current DMA Emergency Operations Plan.

ACTION CHECKLIST - STATE MILITARY SUPPORT

1. Routine Operations

- a. Maintain staff duty roster with the State EOC.
- b. Maintain current information on organization and capabilities of the VaNG and the VDF.
- c. Maintain the DMA EOC, vehicles, and communications equipment.
- d. Maintain all office supplies, blank forms, briefing charts, and SOPs.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the state.

a. Communications Watch Level

- (1) Verify the potential emergency situation.
- (2) Identify journal operator and open journal.
- (3) Identify and notify potential support personnel's supervisory chain of command.

b. Initial Alert Level

- (1) Prepare and issue orders as necessary.
- (2) Develop a staffing plan for the DMA Command Center.
- (3) Identify a liaison officer for State EOC staffing.
- (4) Notify major subordinate commands of the emergency situation.

c. Advanced Alert Level

- (1) Staff the DMA EOC with appropriate staff functions.
- (2) Initiate substance/contracting procedures.
- (3) Initiate/coordinate sustained DMA Command Center staffing plan
- (4) Maintain journal, visual aids, maps, charts, logs, and equipment status reports.

3. **Response Operations**

a. **Mobilization Phase**

Conditions continue to worsen requiring full-scale mitigation and preparedness activities

- (1) Issue warning order to affected units.
- (2) Submit an initial status report to higher headquarters.
- (3) Establish communications with the HQ of each deployed unit. Issue cellular phones as needed.
- (4) Identify periods and personnel for State Active Duty.
- (5) Conduct status briefings as needed with recommendations.
- (6) Implement guidance from The Adjutant General or Chief of Staff.

b. **Emergency Phase**

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Receive missions from the State EOC or higher headquarters.
- (2) Prepare orders and issue guidance to units.
- (3) Ensure that reports are submitted/received and recorded.
- (4) Post the status of personnel, equipment, and funding.
- (5) Maintain an ongoing list of lessons learned throughout emergency operations

c. **Emergency Relief Phase**

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) Upon request, provide support to affected areas.

- (2) Assist in providing communications in affected areas.
- (3) Assist in providing temporary equipment and services such as generators, safety/security manpower augmentation, and portable facilities.
- (4) Assist with debris management.

4. **Recovery Operations**

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. “Normal” conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

- a. Recover radios, phones, and other equipment signed out.
- b. Review and close out the DMA Command Center journal.
- c. Prepare an after-action report. Submit to higher Headquarters.
- d. Review lessons learned. Modify plans and procedures as needed.
- e. Prepare a report for reimbursement of disaster-related expenses in accordance with the Stafford Act. Submit to the State EOC.
- f. Confirm all emergency service personnel and submit for ESR through the Military Support Branch.

Annex J, Attachment 1, Tab A
ORGANIZATION
VIRGINIA DEPARTMENT OF MILITARY AFFAIRS

EASTERN SUB-AREA COMMAND

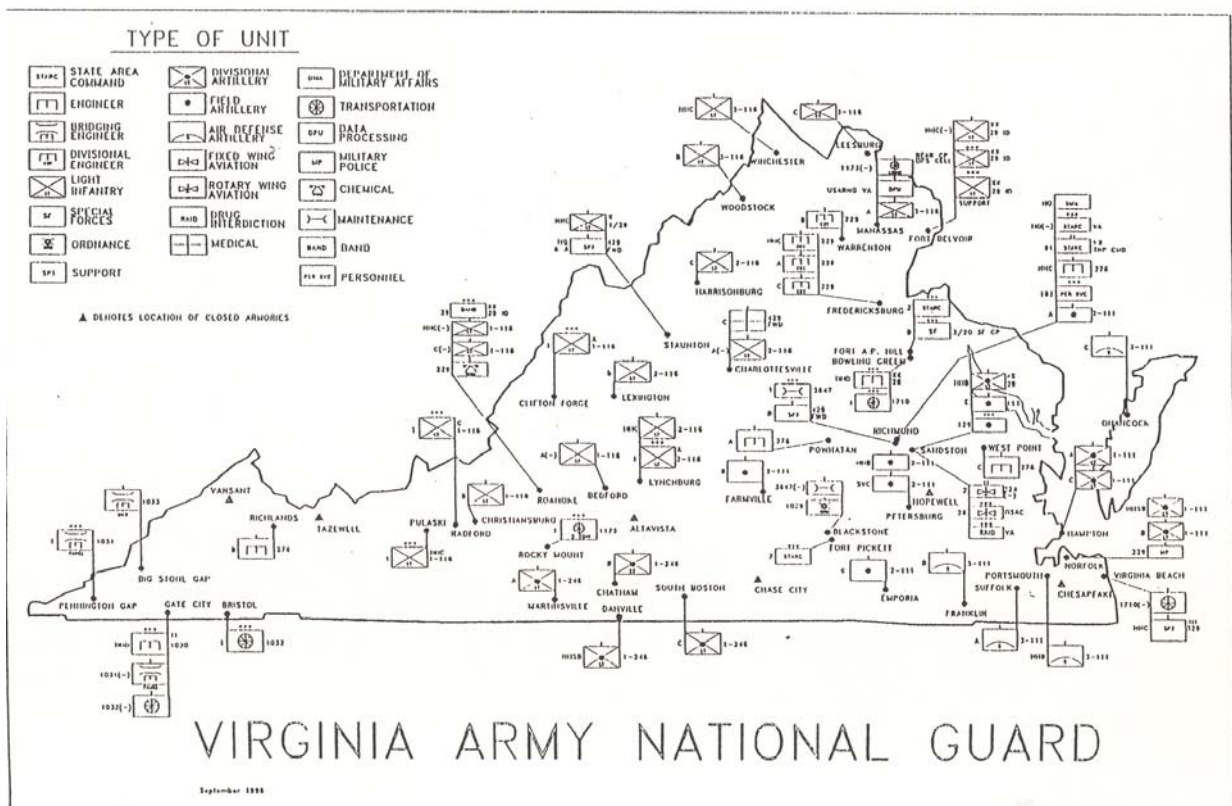
Headquarters, Engineer Brigade, 28th Infantry Division (Mechanized)
P. O. Box 1190, Fort A. P. Hill
Bowling Green, Virginia 22427-1190

Telephone: (804) 633-5274

WESTERN SUB-AREA COMMAND

Headquarters, 1st Brigade, 29th Infantry Division (Light)
Thomas D. Howie Armory
500 Thornrose Avenue
Staunton, Virginia 24401-0500

Telephone: (540) 332-7737



FEDERAL MILITARY SUPPORT

MISSION

The State EOC will request federal military assistance when required and in accordance with regulations (see References). This includes support from the U. S. Army Corps of Engineers.

ORGANIZATION

- A. The Federal Response Plan sets forth policies and concepts for federal disaster response. First U. S. Army (Fort Gillem, Georgia) publishes the Military Support to Civil Authorities Plan. This plan predesignates the Commanding Officer of Readiness Group Lee as the Defense Coordinating Officer (DCO) to serve as the point of contact for DOD support in disaster relief operations in Virginia. Readiness Group Lee is the military organization which will provide this service.
- B. The U. S. Army Corps of Engineers (USACE) is authorized (by Public Law 84-99) to supplement the efforts of state and local governments in a flood emergency.

CONCEPT OF OPERATIONS

- A. Federal military assistance will be requested only when state and local resources, to include state National Guard resources, are inadequate or not available.
- B. During emergency operations, the State EOC will normally access federal military assistance in coordination with FEMA and in accordance with the Federal Response Plan. State and local governments may, however request and receive assistance directly from a nearby military base for immediate life-saving operations, especially if mutual aid agreements are in effect. Local military bases may also need to coordinate directly with state and local officials in the event of a military-caused accident affecting the civilian population.
- C. In an imminent serious condition, commanders of active military installations are authorized to take prompt action to save human life, prevent extreme human suffering, or mitigate great destruction or damage of property.
- D. Firefighting support will be provided to communities near military installations in accordance with existing mutual support agreements. In the absence of mutual support agreements, military installations will provide firefighting assistance under conditions of imminent seriousness or on approval of First Army.
- E. The Federal Response Plan provides instructions for planning, use, and coordination of military forces during a federally-declared catastrophic emergency. This plan assumes that

all National Guard forces and other state assets have been fully committed to the emergency relief effort before the Governor asks the President of the United States for federal assistance.

F. Corps of Engineers Support

1. Emergency relief work for coastal storm and flood emergencies clearly necessary for the preservation of life and/or property can be performed by the Army Corps of Engineers for a ten-day period.
2. Corps assistance will be supplemental to the maximum state and local capabilities and when it is readily apparent that federal resources are required to meet immediate needs. Public sponsorship and assurances are required.
3. Categories of Corps assistance are:
 - a. Channel clearance - clearance of key drainage channels or structures blocked by debris deposited during the flood event.
 - b. Debris clearance - removal of blockage of critical water supply intakes, sewer outfalls, bridge openings, etc., and minimum debris clearance to reopen critical access routes.
 - c. Temporary construction required to restore critical transportation routes or public services/facilities.
 - d. Other assistance required to prevent imminent loss of life as determined by the district commander.
4. Corps assistance will terminate following completion of work (not to exceed ten days--no extension) or upon assumption of work by state or local interest.

G. Reimbursement Procedures

1. Normally, the recipient of federal military support, provided in an imminently serious condition, will be billed for reimbursement by the military service which provided the support. However, in a declared major disaster or emergency, the Federal Emergency Management Agency assumes financial responsibility for those categories of support covered by FEMA regulations. Political jurisdictions near federal military installations should execute mutual support agreements covering emergency circumstances resulting from natural disaster or other emergencies.
2. Cost sharing will not be required for support provided by the Corps of Engineers based on the critical nature of their authority under Public Law 84-99.

REFERENCES

- A. Department of Defense Directive 3025.1, Military Support to Civil Authorities, January 15, 1993.
- B. Military Support to Civil Authorities Plan, First U. S. Army, January 1996.
- C. U. S. Army Corps of Engineers Flood Emergency Assistance, Public Law 84-99, as amended.

Functional Annex K:
SEARCH AND RESCUE

MISSION

The search and rescue (SAR) mission is to use all available resources, including personnel, facilities, and equipment to locate and render necessary assistance to persons, aircraft, and vessels that may be in distress.

ORGANIZATION

- A. *The agency responsible for the state-level coordination of search and rescue activities is the Department of Emergency Management. Requests for federal or state SAR coordination will be made through the State EOC.*
- B. Other state agencies provide SAR resources and conduct SAR operations, within their scope of training and expertise, at the federal, state, and local levels and may provide services to supplement the local efforts.
- C. Volunteer SAR organizations provide SAR resources to federal, state, and local agencies in accordance with existing agreements, operational procedures, or statutes, upon request to the State RCC.
- D. Federal agencies participate in SAR operations within the state either because of direct SAR responsibilities or in response to requests from the state to assist.
- E. Each local jurisdiction may designate a Local SAR Coordinator, in the absence of an official designation by the local government through a local SAR plan or other local government plan, it is understood that the chief law enforcement officer of that jurisdiction will become the defacto Local SAR Coordinator. This is due to the fact that SAR incidents, especially missing person incidents, may be potential crime scenes, which would require law enforcement intervention. The Local SAR Coordinator is responsible for search and rescue operations within his respective political subdivision.
- F. All political subdivisions should consider the adoption of a formal SAR Operations Plan. This plan would include standard procedures, division of duties and additional resource location and availability to include information on volunteer resource coordination that can be facilitated by the State EOC.

CONCEPT OF OPERATIONS

- A. VDEM will notify VDEM Regional Coordinators and Virginia State Police (VSP) in all cases where volunteer state resources are requested and utilized. A DSCO may be

dispatched to the scene and may be responsible for assisting in logistical coordination of state resources on scene and/or serve as liaison between VDEM and local authorities. The DSCO could be a representative of VSP, VDEM, or any other state agency as warranted. In lieu of an identified SMC and staff, volunteer resources should report to the DSCO before receiving operational instructions from the local SAR Coordinator.

B. Requests for state SAR assistance originate from several sources, including:

1. Official government sources, such as the Federal Aviation Administration (FAA), AFRCC, the National Park Service, state agencies, or local government emergency communications centers.
2. The general public. (These reports, depending on the circumstance, are usually referred back to local government).
3. Distress signal, such as smoke, flares, lights, flags, radio communications, Emergency Locator Transmitter (ELT), Emergency Position Indicating Radio Beacon (EPIRB) signals or Personal Locator Beacons (PLB). (This might also be referred back to local government or another responsible agency for verification.)

C. SAR missions are conducted to locate and assist:

1. Overdue, lost, missing, stranded, injured, or trapped persons.
2. Overdue, lost, missing, or downed aircraft.
3. Overdue, lost, missing, disabled, stranded, or sinking vessels.

D. In missing person incidents, the coordinating agency is usually the local jurisdiction with the following exceptions:

1. For inland SAR region incidents: Air, ground and marine search and rescue operations may be coordinated at the federal or state level with local assistance depending on the nature of the incident and any specific jurisdictional responsibilities.
2. For maritime SAR region incidents, the CGDFIVE OPCEN coordinates all federal search and rescue activities within the Maritime Region, for both missing persons and missing/overdue vessels.

This does not preclude local resources operating in support of federal or state resources or in conducting or supporting operations in areas where there is concurrent state, federal and local jurisdictions.

E. In missing aircraft and ELT incidents, the coordinating agency also depends on whether the search is in an inland SAR region or maritime SAR region.

1. In inland SAR operations, the following will apply:
 - a. The AFRCC will notify the State EOC prior to initiating any active search in the Commonwealth of Virginia. A determination will be made at that time as to the assistance or coordination the state may provide. A determination of operational control will also be made at that time.
 - b. The AFRCC will control air search and rescue for incidents involving military aircraft, air carrier aircraft, and aircraft carrying persons of national or international importance. AFRCC coordinates operations among the involved states in search for civil aircraft on interstate flights.
 - c. The State EOC will control air search and rescue for incidents involving civil aircraft within the boundaries of the Commonwealth, including civil aircraft on interstate flights.
 - d. The AFRCC will coordinate all federal assistance requests (including Civil Air Patrol) through the State EOC.
 - e. Ground search and rescue operations, in conjunction with the missing aircraft and/or ELT incidents, will be logistically coordinated by the DSCO and operationally coordinated by the SMC while resources are on scene.
2. In maritime SAR region, the Coast Guard has search and rescue responsibility for the Maritime SAR region and will coordinate search and rescue efforts with State EOC and the efforts of all supporting agencies.

F. In Urban/Disaster SAR

1. VDEM is responsible for assisting in the notification of the two (2) Virginia Task Forces for all phases of the alert process.
2. VDEM with the Federal Emergency Management Agency (FEMA) and the sponsoring jurisdiction will be involved in the decision to activate and deploy a Virginia Task Force in a Federal Deployment.
3. FEMA is operationally and monetarily responsible for all Task Force activities during a Federal Response.
4. Virginia Task Forces can be activated by the VDEM for intrastate deployment. In this case, VDEM will assign a state mission number and the Commonwealth will be responsible for overall operational assignment and expenses incurred by the Task Force deployment.

G. State, federal, and local governments and volunteer agencies have responsibilities in search and rescue operations as follows:

1. The Department of Emergency Management (VDEM) will:
 - a. Coordinate SAR efforts statewide and the deployment of SAR resources and assist with coordination of national and international SAR incidents.
 - b. Provide training and set performance standards and maintain a database on SAR resources and incidents coordinated by the State EOC.
 - c. Provide a DSCO, as designated state official to coordinate a specific SAR incident at the scene, when requested by the Coordinator of Emergency Management.
2. The Department of State Police (VSP) will:
 - a. Provide a DSCO as designated state official to coordinate a specific SAR incident at the scene, when requested by the Coordinator of Emergency Management.
 - b. Provide personnel, facilities, and equipment for SAR operations, within the capabilities of the department, in accordance with existing agreements, operational procedures, or statutes upon request.
3. The Departments of Military Affairs, Aviation, Game and Inland Fisheries, Conservation and Recreation, Forestry, and the Marine Resources Commission will provide personnel, facilities, and equipment for SAR operations, within the capabilities of the department, in accordance with existing agreements, operational procedures, or statutes upon request.
4. Local Government will:
 - a. Conduct SAR operations in their jurisdiction, within the scope of local capabilities.
 - b. Support SAR operations in adjacent jurisdictions, when requested, and in accordance with existing agreements, operational procedures, or statutes.
5. Federal agencies:
 - a. The AFRCC, in accordance with existing plans and agreements, has national control of missions of national concern and missions involving military personnel as the objectives.
 - b. CGDFIVE OPCEN controls search and rescue operations in the Maritime SAR Region of the Commonwealth of Virginia and may assist in other SAR operations, in accordance with existing agreements, upon request. The United States Coast Guard Auxiliary, in accordance with existing agreements, provides personnel and equipment for SAR operations, under the operational control of the Coast Guard, upon request.

- c. The National Park Service controls search and rescue operations in areas under its jurisdiction and may assist with SAR operations in other areas, upon request.
- 6. Volunteer search and rescue organizations (including Civil Air Patrol) will:
 - a. provide SAR resources to the federal, state, local, and volunteer agencies in accordance with existing agreements, operational procedures or statutes, upon request.
 - b. Civil Air Patrol will also provide facilities and equipment for SAR operations, upon request and in accordance with agreements.
- H. In the event that the Federal Response Plan is activated for a large-scale disaster, the Department of Emergency Management will serve as the primary state agency for the Emergency Support Function (ESF 9) for Urban Search and Rescue. The department will coordinate with the Federal Emergency Management Agency (FEMA), the lead federal agency for Urban Search and Rescue, in the federal plan.

OPERATIONAL PROCEDURES

- A. Requests for federal or state SAR assistance will be made through the State EOC. Requests for federal or state SAR assistance to the locality comes from the Local SAR Coordinator.
- B. The State EOC will allocate requested SAR resources to the incident based on resource availability and the appropriateness of the request.
- C. The State EOC will notify the AFRCC or CGDFIVE OPCEN if federal resources are needed.
- D. State EOC will notify a DSCO from VSP, VDEM, or other state agencies in all cases where state SAR assistance is requested.

REFERENCES

- A. The National Search and Rescue Manual. This Is the basic federal reference document governing SAR nationwide.
- B. Search and Rescue Agreement between the Commonwealth of Virginia and the United States Air Force, Executive Agent for Inland SAR in support of the National Search and Rescue Plan.
- C. Statement of Understanding between the Commonwealth of Virginia and the United States Coast Guard in support of the National Boating Safety Programs.

- D. Joint Agreement between the Commonwealth of Virginia and the Commander, Virginia Wing, Civil Air Patrol.
- E. Commonwealth of Virginia Emergency Operations Plan, Volume 1, Basic Plan, Virginia Department of Emergency Management.
- F. Memorandums of Understanding between the Commonwealth of Virginia Department of Emergency Management and Volunteer Search and Rescue Groups operating within Virginia.

DEFINITIONS

- A. Search and Rescue (SAR) - The employment of available personnel, equipment and facilities in rendering aid to persons and property in distress, or potential distress, in the air, water or on land.
 - 1. Search - To identify and locate persons who are or may become distressed or injured and who are unable to return to a place of safety on their own. Search operations may occur in urban, rural, wilderness, or maritime environments.
 - 2. Rescue - To access, stabilize, and evacuate distressed or injured persons by whatever means necessary to ensure their timely transfer to appropriate care or to a familiar environment.
- B. SAR Emergency - Any SAR Incident, whether related to any other type of incident or not, that requires the utilization of resources (local, state, or federal) to resolve, due to a threat or potential threat to life and to a lesser degree, property.
- C. Air Force Rescue Coordination Center (AFRCC) - Located at Langley Air Force Base, Virginia the AFRCC serves as the federal SAR coordination center for the Inland SAR Region. It is operated by the United States Air Force, Air Combat Command (ACC).
- D. Coast Guard District Five Operations Center (CGDFIVE OPCEN) - Located in Portsmouth, Virginia, the Center is the Norfolk Sub-Region Maritime SAR Coordinator for the Fifth Coast Guard District, which includes the maritime areas of the Commonwealth. The Center controls all Coast Guard, Coast Guard Reserve, and Coast Guard Auxiliary assets in Virginia.
- E. Virginia Emergency Operations Center (VEOC) - Operated by the Virginia Department of Emergency Management, the State EOC is the state Rescue Coordination Center (RCC) for the Commonwealth of Virginia for both the inland and maritime SAR regions. Federal, state, and local governments and selected volunteer SAR assets are coordinated through this facility. It is located on the grounds of the Virginia State Police Administrative Headquarters, near Richmond, Virginia.

- F. Coordinator of Emergency Management - The person appointed by the Governor, pursuant to Title 44, Code of Virginia, as the agency head of the Department of Emergency Management, with the responsibility to coordinate and administer emergency management operations in the Commonwealth. Serves as the State Coordinating Officer (SCO) for emergency operations in the Commonwealth.
- G. Deputy State Coordinating Officer (DSCO) - The person designated by the Coordinator of Emergency Management to be the agent of the Coordinator on scene during a specific SAR incident when needed. A DSCO will always be named if State coordinated resources are requested.
- H. State SAR Coordinator - The person designated by the Coordinator of Emergency Management to coordinate the Search and Rescue program of the Department of Emergency Management and to coordinate overall state SAR operations.
- I. Legal Responsible Agent (RA) - The official and/or agency having legal responsibility for the emergency response to a SAR incident. In the case of missing persons this will normally be the senior local law enforcement official of the jurisdiction where the Incident occurred. In other types of SAR (i.e. known crashes, missing/overdue aircraft or boats, ELT, EPIRB, or disaster search) it is usually some combination of state, federal, and local government agencies. Even in this type of incident, local emergency service providers, like local law enforcement, firefighting, and emergency medical services are usually the first responders on scene and would operate per their local protocols.
- J. Local SAR Coordinator - The person usually responsible for operational coordination of SAR within a given jurisdiction. This person can be the local chief law enforcement officer or can be delegated to other public safety personnel in emergency management, emergency medical services or firefighting.
- K. SAR Mission Coordinator (SMC) - The person designated by the RA to coordinate and manage on-scene operations during a specific SAR incident. These persons could come from within the jurisdiction or be requested from state resources. Depending upon the management system used and the organizations involved, this person may be called the Mission Coordinator (MC), On-Scene Commander (OSC), or the Incident Commander (IC).

Annex K, Attachment 1
SEARCH AND RESCUE ROLES AND RESPONSIBILITIES

FEDERAL	STATE	LOCAL
Operate the Federal Rescue Coordination Center. Inland SAR by the United States Air Force Rescue Coordination Center (AFRCC); maritime SAR by the United States Coast Guard (USCG_	Operate the Virginia Emergency Operations Center (VEOC) as the State Rescue Coordination Center (RCC)	Appoint local SAR Coordinator to coordinate local, state and federal resources.
Administer the National SAR Plan to assure availability of federal resources when properly requested.	Coordinate SAR efforts statewide and assist with coordination of national and international SAR incidents.	Conduct SAR operations within their area of jurisdiction, within the scope of local capabilities.
Coordinate, at the request of state or local governments, the use of federal resources during a Search and Rescue Mission	Coordinate the deployment of SAR resources and assist, when requested and if possible, the local SAR Coordinator or other state or federal SAR agencies.	Make request for State SAR assistance through local SAR Coordinator.
	Develop and implement performance standards and training programs for search and rescue personnel and facilities operating within the Commonwealth of Virginia	Request and support SAR training for local public safety and other emergency services personnel
	Establish and maintain case files on all SAR incidents coordinated by the VEOC. Maintain current listings on all SAR resources with a state MOU and provide SAR-related assistance to cooperating agencies and organizations.	Support and assist with development of local volunteer SAR resources by supporting organizational and training efforts for these teams.
		Support SAR in adjacent jurisdictions, when requested and in accordance with existing agreements.

Annex K, Attachment 2
**MATRIX OF SEARCH AND RESCUE INCIDENTS
AND RESPONSIBLE AGENTS**

MISSING PERSON	XXX				
MISSING/O VERDUE A/C (CIVILIAN/NONSCHE DULED)		XXX			
MISSING BOATS (NAVIGABLE/COAST AL WATER)					XXX
DROWNING	XXX				
EVIDENCE	XXX				
KNOWN AIRCRAFT CRASH			XXX		
CAVE RESCUE	XXX				
TECHNICA L RESCUE	XXX	XXX (help coordinate regional resources)			
DISASTER SAR		XXX (coordinate with FEMA)			
ELT/EPIRB				XXX	XXX
	LOCAL RESPONSIBL E AGENT	VDEM	VSP	AFRCC	USCG

Functional Annex L: **RESOURCE SUPPORT**

MISSION

To provide a basis for the management and provision of critical resources and supplies in support of disaster response and recovery operations. Designated resources are food and water (Attachment 1) and disaster relief donations (Attachment 2). Energy-related resource shortages, such as electric power and gasoline, are addressed in Annex I: Energy. Transportation-related and medical-related resource shortages are also addressed elsewhere.

ORGANIZATION

The Virginia Department of Emergency Management ensures a coordinated framework for State resource management activities that include logistics planning, preparedness, implementation, and evaluation in support of disaster operations.

Primary Agencies:

- Virginia Department of Agriculture & Consumer Services (VDACS) – Food & Water (ESF 11- Human Services Branch in the Operations Section)
- Virginia Department of General Services (DGS) – Resource Management (ESF 7 - Resource Management Branch in the Logistics Section)
- Virginia Department of Criminal Justice Services (DCJS) - Mutual Aid (Coordination and Planning Unit In the Logistics Section)
- Virginia Department of Emergency Management – Donations Management (Volunteers & Donations Group – Human Services Branch in the Operations Section)

Support Agencies:

- Virginia Department of Corrections (DOC) - Resource Management (ESF 7 - Resource Management Branch in the Logistics Section)
- Virginia Department of Emergency Management (VDEM) – (Information Systems Unit and VERT Support Unit in the Logistics Section)
- Virginia Department of Fire Programs (DOF) - Mutual Aid (Coordination and Planning Unit In the Logistics Section)
- Virginia Information Technology Agency (VITA) - (Information Systems Unit in the Logistics Section)

CONCEPT OF OPERATIONS

- A. The primary responsibility for responding to emergencies and disasters rests with local government. When local resources have been fully committed to an incident and additional assistance is still required, local government will request assistance

from the Virginia Emergency Operations Center (VEOC) in accordance with procedures outlined in Annex A.

- B. The VEOC will coordinate the delivery of additional assistance as appropriate. Logistics support of VEOC operations will be conducted IAW the COV Resource Management Plan. If the state lacks sufficient resources to deal with the emergency or disaster, assistance is requested from the federal government.
- C. The Commonwealth of Virginia, Department of Emergency Management, Resource Management Plan :
 - 1. Identifies the components of the State disaster logistics delivery structure
 - 2. Provides a concept of operations for logistics resource management in support of the VEOP.
 - 3. Outlines VDEM logistics resource management responsibilities and how they change as various State logistics providers become active during a major disaster.
 - 4. Provides Job Descriptions and Training Requirements for personnel listed in the Resource Management Organization. (Tab “1”)
 - 5. Provide a “Mission Assignment Flow” to ensure rapid, efficient completion of missions.
 - 6. Provides an Emergency Response Equipment Priority Matrix for reference as to which equipment may be needed in an immediate timeframe as opposed to equipment that is needed but is not essential to intervene and preserve life and property.

Annex L, Attachment 1
FOOD AND BOTTLED WATER

MISSION

To assist local governments with the provision of food, bottled water, ice, and other essential food supplies to designated mass care facilities or shelters. To monitor and facilitate the restoration of normal commercial food distribution systems in the disaster area once road access and electric power have been restored.

ORGANIZATION

The following federal and state agencies, public agencies, and volunteer organizations will provide food-related services following a disaster. The Virginia Department of Agriculture and Consumer Services (VDACS) is the state's primary agency for Emergency Support Function 11 in the Humans Services Branch of the Virginia Emergency Operations Center (VEOC) and is responsible for the coordination of this function and for the maintenance of this part of the State EOP. Supporting state agencies include those, which store and deliver food and those, which provide a food service to their own residential populations.

A. Federal Agencies

1. Department of Agriculture (USDA).
2. Department of Defense (DOD).
3. Department of Health and Human Services (DHHS).
4. Department of Transportation (DOT).
5. Environmental Protection Agency (EPA).
6. Federal Emergency Management Agency (FEMA).

B. State Departments.

1. Agriculture and Consumer Services (VDACS).
2. Health (VDH).
3. Motor Vehicles (DMV).
4. Aviation (DOA).

5. Environmental Quality (DEQ).
6. Corrections (DOC).
7. Mental Health, Mental Retardation, and Substance Abuse Services (DMHMRSAS).
8. Social Services (DSS).
9. Military Affairs (DMA).
10. Other state agencies with food resources.

C. Volunteer Organizations

1. American Red Cross (ARC).
2. Federation of Virginia Foodbanks.
3. Salvation Army.
4. Virginia Voluntary Organizations Active in Disasters (VVOAD).

CONCEPT OF OPERATIONS

- A. A catastrophic hurricane or other major disaster will deprive substantial numbers of people of water and access to and/or the means to prepare food. The food supply and distribution network will be interrupted until roads are cleared and power is restored. Drinking water may be contaminated. As a result of power outages, many commercial cold storage and freezer facilities within the impacted area will be inoperable. Much of the existing food supply inventory may be destroyed.
- B. Mass care feeding facilities will need to be established by affected local governments. During the increased readiness period, they should stockpile food and water supplies and be prepared to manage for 72 hours after the peak of the disaster. Thereafter, either the normal food supply and distribution system will have been restored or supplemental food supplies must be brought in.
- C. Damage projection models will be used to forecast damage and disaster consequences. Included in this information will be calculations to identify the number of people to be impacted. State and local officials will use these calculations and projections to estimate food needs, quantities, and to project the duration of mass feeding activities. An immediate human needs assessment (food, water, health/medical, housing) and the condition of the infrastructure (transportation,

communications, and utility systems) will be reported by the State Damage Assessment Teams.

- D. VDACS will assist affected local governments as needed with the provision of essential food supplies to mass care facilities. Such assistance will consist of (1) locating and making such items available and (2) pick-up and delivery. It will be provided only during that period when local governments are unable to manage on their own due to disaster effects.
- E. After the delivery of food supplies to the disaster area, it will be the responsibility of the receiving local government to secure and distribute these supplies to disaster victims. This may be done by using the local American Red Cross (ARC) chapter on behalf of local government if an official agreement exists. Although most victims can be served at their designated mass feeding facility, some household distribution may also be needed.
- F. The delivery of food to victims of disasters is dependent upon food sources, food protection services, transportation resources and food delivery systems. Conditions in the disaster area determine the appropriate methods of delivering food to individuals. Food can be delivered to disaster victims and relief workers by meal in fixed or mobile feeding facilities, by bulk through foodbanks or other volunteer agencies, or by voucher or food stamps through retail establishments. The disaster food service must be prepared to deliver food by the most appropriate means.
- G. Shipments of donated food supplies will not be encouraged. If sent, they will be received and stored by the Department of General Services (DGS) at a warehouse in or near the disaster area. Donations of non-perishable food items will be sorted and palletized for distribution. See Attachment 3, Donations Management. VDACS will coordinate the pick-up and delivery of needed goods to affected localities. DGS will arrange for disposal as needed.
- H. Following notification of a major disaster or emergency, this food service function will be staffed by VDACS at or near the State Emergency Operations Center (State EOC) on a 24-hour basis. Thereafter, requests for food and water will be processed through this function.
- I. State agencies that purchase, store, and deliver food as part of their normal operations will cooperate with VDACS in locating and providing surplus food for delivery to the disaster area. These agencies include those which operate food services for their own residential populations (prisons, colleges, hospitals) and those that assist with the distribution of food to local government facilities (schools and health departments).
- J. VDACS and the Department of Health are responsible for protecting food supplies. They will inspect stored food affected by the disaster, donated food, and food services provided to disaster victims. Food cannot be used by any fixed or mobile

feeding unit or food supplier without health and safety verification from the appropriate state and local inspection agencies.

- K. The Federation of Virginia Foodbanks and other volunteer organizations will assist with locating available food supplies and, in coordination with VDACS, arrange for delivery to the disaster area.
- L. Emergency per person food consumption standards will be established and used as the common basis for food demand and supply. See Tab 1.
- M. Staff from the food service function will visit the disaster area and coordinate with local officials to ensure the ample and timely delivery of essential food supplies (primarily food, bottled water, and ice). They will assess the effectiveness of the disaster relief food distribution operation and redress any problems. They will also assist with the restoration of the local food supply and distribution system. Grocery stores and other food outlets should be able to resume normal operations within several days once road access and electric power have been restored.
- N. Until the public water supply system has been restored and the water has been declared safe to drink, it must be supplied in containers from beyond the affected area. This is the responsibility of the State EOC and the VaNG if tanker trucks and/or US Army “water buffaloes” are needed (See Attachment 2). Bottled water is the responsibility of VDACS and will be provided as an essential food supply item. The Public Works and Engineering function is responsible for the restoration of the public water supply system (See Annex J, Attachment 1).
- O. The Department of Social Services will implement the Emergency Food Stamp Program when appropriate. This program issues food stamps to families whose ability to purchase food has been affected by the disaster, as well as to its regular clients within the disaster area. Food stamps can be used in retail establishments.

ACTION CHECKLIST

1. Routine Operations

Develop and maintain that part of the State EOP which provides for the provision of food, bottled water, and ice to disaster victims. Maintain a notification roster of all designated individuals in primary and support agencies and of commercial resource suppliers.

2. Increased Readiness

A natural or man-made disaster is threatening some part of the state.

a. Communications Watch Level

EOC alerts the Agriculture liaison, Donald Butts (786-3523), who in turn notifies the VDACS Response Team, Jim Morano (Food Inspection, 786-3520), John Beers (Dairy Services, 786-1452), Tom Nations (Food Distribution, 786-5512), and Joe Dictor (Meat and Poultry Inspection, 786-4569), or their respective alternates. The response team comes to alert status.

b. Initial Alert Level

(1) The Agriculture liaison person ensures that the members of the VDACS Response Team or their alternates are available for possible duty and are in a heightened standby status.

(2) Response team members review the plans and procedures.

c. Advanced Alert Level

(1) The VDACS liaison assumes his duty station at the State EOC. The response team members assemble on the 5th floor of the Washington Building. The response team establishes contact with the VDACS liaison person at the State EOC and then proceeds to establish telephone contact with USDA/Food and Nutrition Service, the Food Banks, and the prisons as potential agency food sources. At the conclusion of these initial contacts, the VDACS response team will begin contacting by telephone the commercial sources of food from lists already compiled and maintained by VDACS and alert these firms that their assistance may be needed.

(2) Localities furnish to the State EOC points of contact for the receipt of goods in each potentially affected locality. The VDACS liaison at the State EOC relays this information to the VDACS Response Team.

- (3) The VDACS liaison contacts DGS and alerts them that they may need to be ready to receive and store donated food supplies.
- (4) The VDACS Response Team contacts DMV, Jim Lancaster (367-6868) and Dan Byers (367-9157) and alerts them that their assistance may be needed in obtaining commercial motor transport for food supplies.
- (5) The VDACS Response Team places VDACS inspection personnel who may be involved in food safety activities on alert status.

3. **Response Operations**

a. **Mobilization Phase**

Conditions continue to worsen requiring full-scale mitigation and preparedness activities

- (1) Local disaster officials anticipate the number of persons who may need food and drinking water in a worst-case scenario. They are to plan for three days of such provision using the guidelines prepared by the State EOC. See Tab A. At the conclusion of their estimation activities, they transmit these estimates to the State EOC, which in turn transmits them to the VDACS Response Team.
- (2) The VDACS Response Team inventories available supplies of food, water, and ice from the identified sources. The team identifies the location and availability of these food supplies and if the supplier can provide transportation.
- (3) Local disaster officials establish a point of contact in each affected locality to coordinate mass care feeding needs. They review their local plans and procedures. They should be stockpiling essential supplies from sources that they have immediately available. Local officials tentatively identify each mass care shelter facility to which food supplies may need to be delivered and communicate this information to the State EOC. The State EOC follows the established procedure of reporting the information to the VDACS liaison, who in turn replays the information to the VDACS Response Team.
- (4) Local officials begin to submit a daily summary report to the State EOC reflecting activities in each affected locality.
- (5) The VDACS Response Team contacts the SHD liaison, Gary Hagy (225-4022) and begins preparations to coordinate effort and manpower in the delivery of food safety services. A coordinated command center site is selected, appropriate supervisory personnel are notified that they will staff

the site, and all inspectors who may be involved in food safety activities are placed on standby for assignment status.

b. Emergency Phase

Disaster strikes. An emergency response is required to save lives and protect property.

- (1) Local disaster officials assess the needs. Determine the number of people needing food and drinking water for the next three days. Inventory the emergency food supplies of the affected localities and identify any shortfalls. Local officials communicate the shortfalls and the projected needs to the State EOC. These needs are then transmitted, through the chain, to the VDACS Response Team. The VDACS Response Team begins to match supply with anticipated needs.
- (2) Local disaster officials determine ice needs and quantities based on power outages and weather. Local officials communicate these needs to the State EOC. This information is also transmitted, through the chain, to the VDACS Response Team. The response team begins matching supply to anticipated need.
- (3) At the request of local officials, operations to supply food stuffs commence. The VDACS Response Team notifies suppliers of the needs and has suppliers draw up orders according to those needs. The VDACS liaison negotiates with the DMV liaison for transportation according to supplier and destination information supplied by the VDACS Response Team. Local officials are contacted concerning shipments.
- (4) The VDACS Response Team begins to maintain a record of supplies provided and costs incurred. The DMV liaison does the same for transportation costs.
- (5) The VDACS Response Team works with the SHD to provide food safety services at feeding centers.

c. Emergency Relief Phase

Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Preliminary damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

- (1) The VDACS Response Team, VDACS liaison to the State EOC, and other supporting agencies continue to provide food, drinking water, ice, and any

other food-related essential goods for several days or until local governments and/or local food stores can provide them. The VDACS Response Team activates contacts with the USDA for additional commodity needs.

(2) In cooperation with the SHD, the VDACS Response Team facilitates the resumed operation of food stores and normal food supply and delivery systems as soon as possible. Additional manpower is provided for salvage operations. This effort is coordinated with SHD and the U. S. FDA.

(3) The required daily summary reports are submitted to the State EOC.

4. **Recovery Operations**

Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. “Normal” conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The duration of this period may extend for two years or more, depending upon the severity of the disaster.

- a. The VDACS liaison submits to the State EOC an after-action report summarizing VDACS activities during the crisis.
- b. VDACS liaison serves as a member of the State Recovery Task Force to facilitate the restoration of normal commercial food supply and distribution systems.
- c. The VDACS liaison and the response team submit to the State EOC a record of expenses incurred or obligated due to the disaster.

Annex L, Attachment 1, Tab A
EMERGENCY FOOD CONSUMPTION STANDARDS

<u>Food Groups and Food Items</u>	<u>Per Person Per Week Standard</u>
Meat and meat alternatives (red meat, poultry, fish, shellfish, cheese, dry beans, peas, and nuts)	3 pounds
Eggs	6
Milk	7 pints
Cereals and cereal products (flour including mixes, fresh bakery products, corn meal, rice, macaroni, and breakfast cereals)	4 pounds
Fruits and vegetables (fresh and frozen)	4 pounds
Food fats and oils (butter, margarine, lard, shortening, and salad and cooking oils)	0.5 pound
Potatoes (white and sweet)	2 pounds
Sugars, syrups, honey, and other sweets	0.5 pound
	—
Total (equivalent pounds per week):	27.0

Annex L, Attachment 2
DISASTER RELIEF DONATIONS

MISSION

To manage the receipt and distribution of solicited and unsolicited goods and to ensure the effective use of volunteer services following a disaster.

ORGANIZATION

The Department of Emergency Management (VDEM) will develop and maintain plans and procedures for donations management. When the State EOC is activated in response to a major emergency or disaster, the SCO will designate a Donations Manager.

CONCEPT OF OPERATIONS

- A. A separately-published Donations Management Plan (DMP) provides more detailed procedures for establishing and operating a donations management program. Such an operation will be staffed primarily with reservists and volunteers.
- B. Donations management will be automated. A database and the capability to operate it will be established during normal operations. During and after a disaster, it will track anticipated needs, goods and services available but not released, items received and in storage, and disbursement.
- C. During disaster response and recovery operations, state and local government are responsible to care for the welfare of the public and meet their emergency needs in a timely manner. The Commonwealth relies greatly on volunteers and donated goods to augment and support the local and state efforts. The Donations Management Program (DMP) was developed to assist by providing a plan to accomplish donation related tasks as well as to identify those volunteer relief agencies, religious and civic groups, and the Virginia Voluntary Organizations Active in Disasters (VVOAD) which could provide personnel or other resources to support these efforts. An important function of the DMP is to control the flow of solicited and unsolicited donated goods and services during the recovery period. It applies to many needs of assistance that are unavailable from agencies within local, state or federal government and provides:
 - 1. A way to identify anticipated needs and obtain selected donations of goods and services.
 - 2. A method to publicize the needs of the community and victims.

3. A system for receiving and recording offers of assistance.
 4. A source of needed and additional resources to state and volunteer agencies supporting the operation.
 5. A means to control the shipment of selected and unsolicited goods and services.
 6. A mechanism to document the community response and establish an official record.
 7. A method to evaluate the program under operating conditions.
- D. The function that coordinates the flow of solicited and unsolicited donated goods and services centers on the Donation Coordination Center (DCC). The DCC is activated at the onset of a disaster. At that time the Disaster Coordination Team (DCT) is assembled and the Communications Network and appropriate lines are set up. The Network consists of a 1-800 hotline phone bank, data processing, and a link between the Emergency Operations Center (EOC)/Disaster Field Office (DFO), entry points, warehouses, state and volunteer agencies. The data process capability is in the initial stages and is to identify needs for goods and services, inventory levels in warehouse and storage areas, and availability of equipment and goods.
- E. The DCT manages calls received on the 800-hotline related to offers of goods and services. Once a call is received the caller's name, address, phone number and goods or services to be donated are recorded and entered into the data bank. Then if the item is needed, a control number is given and the caller is informed where to deliver the goods. They must be delivered at the provider's own expense. The control number is used by the State Police, who are stationed at designated entry points into Virginia. This number allows the police to direct the shipment to its destination.
- F. If supplies are not needed, the caller's name, goods and or services offered are recorded, entered into the data bank. If need exists later for items recorded in the data bank, the individual is contacted to ship the item and shipping coordination initiated.
- G. Callers will be encouraged to donate cash or credit to charitable organizations assisting the relief effort or to the Virginia Disaster Relief fund. Cash donations provide flexibility to purchase needed items, entails no transportation costs, reduces labor needs in warehouses and aids in the economic recovery of the affected communities.
- H. Despite efforts to control the flow of needed goods and services into Virginia. it is anticipated that numerous unwanted supplies will arrive without a control number. These shipments will be directed to a relief storage area (RSA) outside the impact area to be warehoused and items entered into the data bank for future possible use.

- I. The necessary manpower, equipment, staff, communications and security support for required facilities and sites will be provided by local and state government, volunteer organizations and federal government as needed.
- J. The establishment of the DCC insures cost effectiveness of a relief operation and avoids duplication by:
 - 1. Coordinating the donation effort throughout the United States to insure unneeded items do not arrive nor accumulate and over extend limited equipment, storage and personnel resources.
 - 2. Using the Public Education and outreach programs to control the flow of solicited and unsolicited goods and services into a disaster area.
 - 3. Working with certain state agencies and charitable organizations to identify equipment needs and develop procedures to use.
 - 4. Identifying potential sites and facilities to administer and coordinate the receipt and distribution of donated goods and services into the effected area.
 - 5. Managing the entry of needed shipments into one of two distribution facilities-- the support warehouse and volunteer agency warehouses; or directing unneeded items to a relief storage area to be off loaded, stored and inventoried until needed or disposal made.

Annex L, Attachment 3
INTERSTATE AND INTRASTATE MUTUAL AID

MISSION

The Virginia Department of Emergency Management is responsible for assisting member jurisdictions of Virginia's Statewide Mutual Aid (SMA) program and member states of the Emergency Management Assistance Compact (EMAC) in effectively and efficiently exchanging services and resources, especially in response to a major disaster.

ORGANIZATION

- A. National Emergency Management Association (NEMA)
- B. U.S. Department of Homeland Security (DHS)
- C. Federal Emergency Management Agency (FEMA)
- D. Virginia Department of Emergency Management (VDEM)
- E. EMAC member states are listed at <http://www.emacweb.org/>
- F. SMA member jurisdictions are listed at <http://www.vaemergency.com/oec/index.cfm>

CONCEPT OF OPERATIONS

A. SMA and EMAC requests for assistance are received in the EOC and forwarded to the appropriate action office/branch as indicated below. Detailed processing procedures for SMA and EMAC requests are contained in the appropriate guidebook (see references below).

B. During routine operations, designated planners within the Preparedness and Mitigation Division of the Virginia Department of Emergency Management are responsible for developing and maintaining interstate and intrastate mutual aid planning documents and, when needed, coordinating the exchange of services and resources between SMA member jurisdictions or the Commonwealth of Virginia and EMAC member states. The Commonwealth should be prepared to deploy an equipped and trained EMAC Forward A-Team of either two members (Type 2 Team) or four members (Type 1 Team) for a period of two weeks in support of EMAC activities in a disaster impacted EMAC member state or area.

C. When the State EOC enters the **Advanced Alert Level** of an **Increase Readiness Condition**, planning and coordination responsibilities for these activities revert to the Mutual Aid Coordination Team (MACT), Tab C, assigned to the Infrastructure & Resources Branch in the State EOC. In addition to facilitating the exchange of services and resources via interstate and intrastate mutual aid agreements, the MACT will monitor all assistance being provided from out-of-state to include assistance from FEMA, other federal agencies and EMAC. The MACT may request and receive a Type 2 EMAC Forward A-Team in advance of an anticipated disaster impacting the state (i.e. Hurricane). This team will form the EMAC cell of the MACT in the EOC. Its mission is to implement EMAC on behalf of the Commonwealth by coordinating and facilitating the provision of assistance from other member states.

REFERENCES

A. Statewide Mutual Aid Guidebook, VDEM, 2001

B. Emergency Management Assistance Operations Manual, NEMA, September 2005

DEFINITIONS

Interstate: of, connecting or between states, esp. of the U.S. (i.e. between two or more member jurisdictions of the Emergency Management Assistance Compact).

Intrastate: existing or occurring within a state (i.e. between member jurisdictions of the Statewide Mutual Aid Program).

ACTION CHECKLIST (To be developed)

Routine Operations - Normal daily activities and monitoring of conditions are ongoing (includes Hurricane Readiness Condition 5). No or extremely limited augmentation of staff at VEOC. Localities and state agencies handle incidents with existing or in-place assistance. The Governor has not declared a State of Emergency to exist. There might be a local declaration of emergency in place in one or more localities as a response to individual incidents. Emergency operations plans and procedures are developed and maintained. Training and test exercises are conducted periodically as required to maintain readiness.

a.

b.

Increased Readiness - A situation has developed or threatens to develop which will potentially require localities and/or state agencies to take actions under the Emergency Operations Plan. Hurricane Readiness Condition 4 is included in the Increased Readiness level. A declaration of Notice of Unusual Event at a nuclear facility is included in this level. A plausible threat of a terrorist event without a specific location or time identified would be included. A State of Emergency might be in place in anticipation of significant state-level involvement. There might be augmented staffing at the VEOC and one or more localities could have made local emergency declarations in anticipation of problems. Virginia assistance to another state under the EMAC program could be occurring at this level. All departments and agencies having responsibilities will take action as called for in their respective parts of the plan.

a. Communications Watch Level

(1)

(2)

b. Initial Alert Level

(1)

(2)

c. Advanced Alert Level

(1)

(2)

Response Operations - The VEOC has significant additional or fully augmented staffing on a 24-hr schedule. The Governor has issued or is considering issuance of a State of Emergency declaration and/or there may be a federal declaration (Emergency or Major Disaster) in effect. Hurricane Readiness Condition 3 begins at this level. The Commonwealth of Virginia Emergency Operations Plan is being utilized. A declaration of Alert, Site Area Emergency, or General Emergency at a nuclear facility or a response to a probable terrorist event with major consequences would be included in this level. In-state activities under the umbrella of the EMAC or Statewide Mutual Aid programs would be occurring at this level. Full-scale operations and a total commitment of manpower and resources are required to mobilize and respond in time of emergency. The State EOC must be advised of all significant actions.

- a. **Mobilization Phase** - Conditions worsen requiring full-scale mitigation and preparedness activities.
- b. **Emergency Phase** - Disaster strikes or is imminent. An emergency response is required to protect lives and property. Needs assessment surveys are conducted.
- c. **Emergency Relief Phase** - Assistance is provided to affected individuals and organizations. Stop-gap measures (such as tent cities and potable water trucks) are implemented in order to provide essential services. Damage assessment surveys are conducted. This phase ends when the locality is no longer in an official state of emergency.

Recovery Operations - Activities are shifting away from the VEOC towards a Recovery Coordination Center or a Disaster Field Office for implementation of various state/federal recovery programs. The VEOC, while still involved in the event, is returning to decreased status levels. Essential facilities and services are restored. Displaced persons return to their homes. Federal disaster assistance programs are implemented. "Normal" conditions are restored. Severely damaged structures are rebuilt or demolished and replaced. The damaged parts of the transportation, water, and communications infrastructure are replaced. The economy is restored. The durations of this period may extend for two years or more, depending upon the severity of the disaster.

Functional Annex M:
FINANCIAL MANAGEMENT

MISSION

This annex provides financial management guidance for the Department of Emergency Management and other state agencies which respond to a disaster to ensure that funds are provided expeditiously and that financial operations are conducted in accordance with established state and federal policies, regulations and standards.

ORGANIZATION

- A. The Department of Emergency Management Fiscal Director serves as the senior fiscal official during the emergency response phase and recovery. The Fiscal Director will direct the disposition and accounting of funds expended in accordance with the Stafford Act during a presidential disaster declaration. He/she will be responsible for keeping the State Coordinator informed on the status of all funds and current financial issues. That individual will have sufficient delegated authority to respond quickly to financial problems and coordinate with FEMA on financial issues.
- B. Other state agencies should keep strict accounting of their expenditures during a disaster. They must maintain records, receipts, and documents to support claims, purchases, reimbursements and disbursements and provide such information to the Department of Emergency Management.

CONCEPT OF OPERATIONS

- A. Timely financial support of the extensive response activities will be crucial to success in saving lives and property. Innovative and expeditious means may be employed to achieve the financial operational support objectives, however it is mandatory that generally accepted financial policies, principles, and regulations be employed in order to ensure against fraud, waste, abuse, and to achieve the proper control and correct use of public funds.
- B. The standard financial management policies and regulations, which apply to each state agency and to each city and county, should also be used in responding to disasters. VDEM will coordinate financial aspects of an emergency or disaster, however each local government and state agency is responsible for providing its own financial management and support to its response operations in the field. Funds to cover eligible costs for response activities will be provided through reimbursement.
- C. Each locality and each agency is responsible for establishing effective administrative controls of funds and segregation of duties for proper internal controls. A responsible

official of each should be designated to ensure that actions taken and costs incurred are consistent with missions.

- D. Special care must be taken throughout the emergency response period to maintain logs, formal records, and file copies of all expenditures in order to provide clear and reasonable accountability and justification for reimbursement. This will be necessary to facilitate the final closeout and support audits of financial records after the emergency phase.
- E. The Virginia Emergency Services and Disaster Law (Section 44-146.20) provides the authority to local government to expend available local funds to combat an emergency or disaster situation without regard to normal time-consuming procurement procedures. The Law (Sections 44-146.18:2. and 44-146.28) also provides a similar authority to agencies of state government. This ensures that the units of local and state government have the necessary financial resources to respond promptly to an emergency or disaster event.
- F. The Law (Section 44-146.28) provides the Governor with the authority to expend a "Sum Sufficient" to assist state agencies and local governments in meeting the financial obligations of an incident. However, it should be noted that use of this funding authority to assist state agencies and local governments with meeting any emergency- and disaster-related costs is discretionary. Each emergency or disaster event will be evaluated by the Governor on a case-by-case basis to determine if the "Sum Sufficient" or other funding sources may be used to reimburse state agencies and local governments for event-related expenses, in part or in full.
- G. In the event that an incident is related to a release of hazardous materials, the Commonwealth may take necessary action against the responsible party to collect reimbursement of costs on behalf of local and state agencies. This action will be based upon the event being classified as a state-level response. Reimbursement of local government costs will be predicated upon the Commonwealth's collecting these monies as specified in the Law (Section 44-146.37).
- H. Local government should, therefore, be aware that VDEM will continue to assist them in obtaining the necessary resources to mitigate emergency and disaster events when situations exceed local capabilities. The role of VDEM will continue to be one of coordination and will not replace the authority or responsibility of local officials to exercise control over emergency or disaster events. Funding mechanisms exist at both the local and the state level to deal with financial requirements of mitigating these events. Typically, financial responsibility for operations in a jurisdiction is the obligation of the impacted local government, unless other arrangements are detailed ahead of time. Operational costs for state agencies involved in a response will be handled by the individual state agencies, again, unless other arrangements are detailed ahead of time. Each emergency and disaster event is different, and thus possible reimbursement of related expenses from state or other funding sources will have to be evaluated on a case-by case basis.

- I. If the state requires federal funding, it will be authorized under the individual FEMA-State Agreement and passed to the state by electronic funds transfer through the Payment Management System (PMS) operated by the Department of Health and Human Services (HHS). After FEMA enters the authorized amount in the HHS PMS, the recipient state requests the funds transfer via computer communications to HHS. This FEMA process of payment advances is commonly referred to as "SmartLink."
- J. After the state agencies begin their initial response operations, it will be necessary for them to make an estimate of their total funding needs for the duration. Each agency should account for its costs and request reimbursement by each mission assignment/fund limitation.
- K. If the Federal Response Plan is activated, it is the responsibility of each primary agency to keep VDEM informed regarding the need for funding to conduct the operations of its ESF. Primary agencies should confer with support agencies on the need for funding for operations, and the primary agency should advise VDEM on the amount and distribution of funding.
- L. Each agency that is operating in a disaster area should identify a single point of contact for financial matters and provide that information to the State Coordinating Officer (SCO) at the Disaster Field Office (DFO). That person will organize and provide for financial support services at the DFO.
- M. When the Federal Response Plan is activated, the responsible financial official of the federal department or agency reviews the reimbursement request from the state to determine that the information is complete and presented in the requested accounting format. Expenditures are reviewed to make sure they are relevant to the mission assigned and that claimed costs are reasonable and supported. All reimbursement requests should cite the specific letter of activation or mission assignment (with its respective fund limitation) under which the work was performed, along with the disaster number (supplied by FEMA). Therefore, costs incurred by departments and agencies must be accounted for by state, by ESF, and separate reimbursements requested. In other words, billings must be presented against each separate mission assignment and the associated fund limitation, which has been issued to the agency.
- N. Additional guidance and information is provided in the State EOP, Volume 2, Disaster Recovery Plan.

Functional Annex N:
ANIMAL CARE AND CONTROL

(Final Draft Pending)

Annex N, Attachment 1
ORGANIZATION

(Final Draft Pending)

Annex N, Attachment 2

**DUTIES AND RESPONSIBILITIES OF THE PARTICIPATING AGENCIES AND
ORGANIZATIONS**

(Final Draft Pending)

Annex N, Attachment 3
MEMORANDUM OF AGREEMENT
WITH THE VIRGINIA DEPARTMENT OF EMERGENCY MANAGEMENT AND THE
OFFICE OF THE STATE VETERINARIAN

(Final Draft Pending)

Annex N, Attachment 4
MANAGEMENT OF WILDLIFE DISEASE OUTBREAKS

1. **Routine Operations**

- a. As ongoing emergency preparedness in the case of wildlife disease outbreaks the State Wildlife Emergency Disease Officer will:
 - 1) Maintain a directory of VA. Department of Game and Inland Fisheries (VDGIF) staff and facilities.
 - 2) Maintain a list and map of licensed wildlife rehabilitators, wildlife exhibitors, and captive wildlife facilities.

2. **Readiness Level**

- a. **Initial Alert Level:** On identification of Wildlife disease outbreak the State Wildlife Emergency Disease Officer will:
 - 1) Start monitoring the developing situation
 - 2) Review the potential for the disease to spread and affect other wildlife populations or domestic animals.
 - 3) Ascertain if the emergency involves a foreign animal disease or zoonotic disease.
 - 4) Coordinate with the State Veterinarian's Office and alert appropriate agencies, societies and organizations of the wildlife disease implications.
 - 5) Determine location of the disease outbreak and alert the proper VA. Department of Game and Inland fisheries (VDGIF) Regional Office.

3. **Response Operations**

- a. In response to a suspected wildlife disease outbreak the State Wildlife Emergency Disease Officer will:
 - 1) Initiate surveillance of susceptible wildlife. Review the potential for the disease to spread through the affected wildlife population or other wildlife populations in the area. Set up a quarantine zone if necessary, identifying susceptible wildlife populations both free ranging and captive animals, what vector species may be present in the area, what game farms and/or exhibitors are present in the area, and what hunting seasons are in progress.

- 2) Determine the need to activate regional VDGIF teams to collect needed wildlife samples within the affected area or to begin population reduction measures to assure containment of the disease.
 - 3) Deploy regional teams, if needed, led by the Regional Wildlife Biologist. The Regional Wildlife Biologist will coordinate with the Regional Law Enforcement Captain to deploy appropriate teams into the affected area. VDGIF staff will include wildlife and law enforcement personnel in the region. All regional VDGIF staff will be equipped with communication equipment including two way radios (hand held and vehicle), cell phones, and/or pagers. Regional VDGIF teams will assemble appropriate equipment and become familiarized with the affected area by reviewing topography maps, wildlife densities, and known wildlife facilities.
 - 4) Determine the need for additional technical teams from USDA-Wildlife Services, Department of Defense biologists, or county/city biologists at the discretion of the State Wildlife Emergency Disease Officer. Wildlife disease experts from the Southeast Cooperative Wildlife Disease Study (SCWDS) in Athens, GA, will also be available upon request.
 - 5) Notify Wildlife Rehabilitators in the affected area and determine the assistance they might provide and outline any restrictions on the handling of susceptible wildlife. Rehabilitators will advise callers that find sick or injured wild animals in the affected that are susceptible species to call the nearest VDGIF office or EOC.
 - 6) Determine the need to conduct surveillance outside of the affected area which may include examination of susceptible animals by VDGIF biologists at hunter check stations, road killed deer, and at wildlife rehabilitator's facilities.
 - 7) Assess the impacts on any threatened and endangered species, either captive or free ranging, occurring within the affected area.
- b. In response to a confirmed wildlife disease outbreak the State Wildlife Emergency Disease Officer will immediately employ measures to contain and eradicate the disease. These measures include:
- 1) Establishing a quarantine zone.
 - 2) Movement controls in and around the impact area will be immediately put in place to prevent the spread of the disease. Any movement of wildlife or susceptible domestic animals within the quarantine area will require authorization from the State Wildlife Emergency Disease Officer. Transportation restrictions will be enforced by local and state law enforcement officials in coordination with the Virginia Department of Transportation and local public works officials.
 - 3) Animals that exhibit symptoms of the confirmed wildlife disease as well as those that may have come into contact with these animals, will be immediately

ethanized and disposed of in the most humane manner possible. This process may be accomplished through private contracts. However, for expediency and health reasons, the depopulation process may initially begin with public resources until the contracts can be executed. Disposal options that may be employed include burning, burying, and rendering. Depending on the situation, one or more of these options may be employed.

- 4) Epidemiological investigations will be initiated immediately to determine the possible cause and potential scope of the wildlife disease outbreak.
- 5) Strict sanitary measures will be implemented in and around the quarantine area. All personnel, equipment, and areas that may have been contaminated will be cleaned and disinfected with a permitted disinfectant.
- 6) All non-susceptible animals that may be carriers of the disease may be collected, confined, or possibly euthanized to avoid spread of the disease.
- 7) The handling and disposal of disinfectants as well as the disposal of animals and animal products will be coordinated with the Virginia Department of Environmental Quality (DEQ) and the U.S. Environmental Protection Agency. Many pesticides and disinfectants recommended and utilized in these operations must be handled by trained and certified personnel wearing the appropriate protective equipment. In enclosed or confined areas, it is recommended that personnel working with chemicals wear respirators.
- 8) Pesticides, disinfectants, and other chemicals must be applied in an environmentally safe manner. The appropriate precautions must be taken to protect sensitive environmental areas from possible contamination and degradation. All necessary emergency permits to conduct operations will be acquired.
- 9) The quarantine will remain in place for a specified time based on the type of wildlife disease following depopulation of the last infected premise and may be extended until such time as the State Wildlife Emergency Disease Officer State Veterinarian, in coordination with the USDA Area Veterinarian-In-Charge, if necessary, determines it safe to resume normal operations.
- 10) Hunting seasons will be postponed by VDGIF Board order in all counties located within the quarantine area, if necessary.
- 11) VDGIF collection teams will depopulate susceptible wildlife species within the quarantine zone. All susceptible wildlife species will be killed. It should be noted, however, that a complete elimination of all animals will be unlikely. Populations of wild susceptible animals should be reduced to such a density that transmission of the virus would be curtailed. Disposal of wildlife carcasses will be in

accordance with Virginia DEQ and USDA Animal Emergency Response Organization (AERO) procedures.

12) A list of resource needs will be developed and maintained. Potential resource providers (public as well as private) will be identified on a state as well as regional basis to facilitate mobilization of resources and initiation of response and recovery operations. All resources will be tracked and expenditures documented throughout the operation.

4. **Training and Bio-security**

The necessary bio-security measures will be employed in conducting field investigations to avoid the spread of disease. Investigative teams and support personnel will be equipped with the recommended personal protective equipment. Regional VDGIF teams will be trained by USDA Animal Emergency Response Organization (AERO) personnel on procedures for bio-security, sample collections, and disinfection.

5. **Emergency Contacts**

Wildlife Disease Emergency Contacts at the Virginia Department of Game and Inland Fisheries can be provided by the Wildlife Emergency Disease Officer upon request.

Functional Annex O **TRANSPORTATION**

MISSION

The Secretary of Transportation will monitor and coordinate, as needed, the activities of the several state departments and agencies listed below with transportation-related duties and responsibilities in order to support disaster response and recovery operations and to effectively manage transportation resources across all supporting agencies in order to:

- A. Maintain the state highway system, to include debris clearance and restoration, following an emergency or disaster.
- B. Facilitate, in coordination with the State Police and affected local governments, traffic movement during a large-scale evacuation and re-entry.
- C. Provide to the State EOC, an Initial Damage Assessment report within 72 hours of damages, to state highways, roads, and bridges.
- D. Provide ground transportation (central garage pool), back-up communications, and other available resources as needed in support of State EOC operations.
- F. Operate and maintain the State Transportation EOC (TEOC).

ORGANIZATION

- A. The Transportation EOC (TEOC) serves as the Transportation Secretariat's coordinating entity for emergency operations. The Virginia Department of Transportation (VDOT), the Department of Aviation (DOA), the Department of Motor Vehicles (DMV), the Department of Rail and Public Transportation (DRPT), the Chesapeake Bay Bridge-Tunnel Authority (CBBT) and the Virginia Port Authority (VPA) have transportation-related roles in support of emergency operations. These supporting agencies inherently tend to operate semi-independently; they will be working directly and separately under the coordination of the TEOC.
- B. The Department of Motor Vehicles (DMV) will coordinate the transport of essential goods and people over all modes in support of the TEOC during emergency operations and recovery.
- C. The Department of Aviation (DOA) will perform airlift missions in direct support of the TEOC during emergency response and recovery and provide resources for the transport of essential goods via air as appropriate. The DOA will also provide an Initial Damage Assessment report to the TEOC within 72 hours of damages to general aviation airports,

- airplanes, and airport facilities in the disaster area, excluding military or other federally owned property or facilities.
- D. The Department of Rail and Public Transportation will coordinate with the railroad companies to maintain the system, to include restoration following an emergency or disaster and provide an Initial Damage Assessment report to the TEOC within 72 hours of damages to the state's railway system.
 - E. The Virginia Port Authority will coordinate with Virginia ports to restore damaged port facilities following a disaster and provide an Initial Damage Assessment report to the TEOC within 72 hours of damages to ports in the disaster area, excluding military or other federally owned property or facilities.

CONCEPT OF OPERATIONS

- A. For purposes of coordination, the Virginia Port Authority, the Departments of Aviation, Motor Vehicles, Rail and Public Transportation, and the Chesapeake Bay Bridge-Tunnel Authority will report to the TEOC during emergency operations. The TEOC will arrange to provide full information (which may include a liaison officer) to the State EOC. The TEOC will act for all of the above departments, and will keep the State EOC informed of status appropriately. Any parts of the transportation network or any facilities not fully operational due to the emergency or disaster situation should be reported. Any existing or potential factors or conditions impairing efficient operations should be identified.
- B. Volume 7, Transportation, of the Virginia Emergency Operations Plan is a separately published plan, which includes procedures for aviation support, how DMV will coordinate the movement of essential goods and supplies, and addresses the activities of the Virginia Port Authority. More detailed concepts, procedures, and action checklist are included in agency-specific SOPs developed and maintained by these departments, in coordination with VDOT.
- C. Although the State Police and local law enforcement have the primary responsibility for effecting a large-scale evacuation and re-entry, VDOT also has a major role: (1) by providing the transportation system upon which such an evacuation will take place, to include barricades, signs, and other expedient control devices and (2) by using its traffic control centers and other resources to monitor the ongoing situation. 3. Use its communication resources to manage regional traffic and keep the public informed of road conditions and hazards. Close coordination between State Police and VDOT will be required. The most likely large-scale evacuation scenario to plan for is a major hurricane threatening the metropolitan Tidewater area. See the Hurricane Emergency Response Plan (Volume 5).
- D. Local Transportation District offices, including VDOT Residency Shops and Area Headquarters, constitute a major manpower and equipment resource in their respective localities. They are expected to coordinate their emergency planning and response

- activities directly with local governments. Local offices and residency shops must also develop and maintain a capability for reporting post-disaster damage assessment information. They must report any disaster-related damages to highways, roads, and bridges as soon as known to the TEOC in Richmond using standard procedures.
- E. All state departments and agencies with transportation-related responsibilities will provide emergency services within their modal scope of operations. They will be coordinated with each other as needed in order to manage transportation resources efficiently and complete task assignments. Overall coordination is effected by the TEOC and any resolution of conflicting interests will be resolved by the Secretary of Transportation.
- F. The Secretary of Transportation, during a transportation emergency will coordinate the activities of all transportation modes and recommend imposition of transportation control systems, as required. The Secretary of Transportation will work through other state agencies to develop appropriate courses of action to be recommended to the Governor to counteract a potential or actual transportation emergency.
- H. The State Transportation departments and agencies, in coordination with the Federal Government and the transportation industry, will provide necessary equipment, facilities, and personnel in response to emergency requirements. All intrastate transportation available for emergency management purposes will be subject to their control with the following exceptions:
1. Transportation required for military, federal, or civilian personnel or supplies.
 2. Federally controlled or –operated; vessels, trains, vehicles, or aircraft, unless specifically made available.
 3. Commercial or scheduled air carriers (interstate carriers).
 4. Ocean-going vessels.
- I. In accordance with state and federal policies, the transportation industry, will function under its own management and operate systems and facilities to provide the maximum service to fill essential needs as specified by appropriate federal, state, and local government authorities. The transportation industry will be responsible for continuity of management, protection of personnel and facilities, conservation of supplies, restoration of damaged lines and terminals, rerouting, expansion or improvement of operations, and securing of necessary manpower, materials, and services.
- J. Carriers and shippers will conduct business as usual whenever possible. Payments for transportation services will be made in the normal manner except when the consignor or consignee is an emergency management state or federal agency. The unit or agency involved will be billed for services. The principal change from accustomed business conditions will be controls, which may be placed upon the use of transportation to assure

that service is being utilized for essential survival activities in support of disaster areas on a priority basis, and for the other areas of the state as available and required.

- K. Federal Government: Under federal law, the U. S. Secretary of Transportation is responsible for exercising leadership in national and regional transportation emergencies. The U. S. Department of Transportation (DOT) will be responsive to requests for assistance from state and local governments in coordination with the Federal Emergency Management Agency (FEMA) during a resource crisis or a natural disaster. DOT functions through its regional agencies, implementing pertinent elements of their regional emergency transportation disaster plans and coordinating the emergency response of the federal transportation agencies. The DOT regional representative, Region 3, will furnish federal assistance and support for transportation emergencies to the Commonwealth.
- L. State Government: State-directed emergency transportation operations will be in consonance with, and responsive to, regional and national policy directives, controls, and procedures of the federal government. The actual process of emergency management of transportation within the Commonwealth is the responsibility of state and local government. During a transportation emergency, the state will depend upon the industry to perform voluntarily and under each company's own management. Intervention under the Commonwealth's emergency powers into direct operations will be consistent with federal regulatory controls and only to the degree normal regular processes are inadequate to meet essential emergency demands.

REFERENCES

- A. Virginia Emergency Operations Plan, Volume 7, Transportation, dated July 2000.
- B. The Federal Civil Defense Act of 1950 (Public Law 920, 81st U. S. Congress) as amended by Public Law 96-342 (September 1980).
- C. The Robert T. Stafford Disaster Relief and Emergency Assistance Act, Public Law 93-288, as amended.
- D. The Federal Response Plan (For Public Law 93-288, as amended), April 1992.

ACTION CHECKLIST

(To be Developed)